

MONOGRAPH 10

State
Supervisory Programs
for the Education of
Exceptional Children

By ELISE H. MARTENS
Senior Specialist in the Education
of Exceptional Children

BULLETIN 1940, No. 6

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Studies of
STATE DEPARTMENTS OF EDUCATION

FEDERAL SECURITY AGENCY

PAUL V. McNUTT, Administrator

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UNITED STATES GOVERNMENT PRINTING OFFICE, WASHINGTON : 1941

For sale by the Superintendent of Documents, Washington, D. C. - - Price 25 cents

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Foreword

WHEN, by the tenth amendment of the Federal Constitution, there were left to each State of the Union the right and the responsibility to organize its educational system as it saw fit, the way was opened for establishing the beginnings of State policy with reference to public education. Moreover, the grants of land made for educational purposes and the creation of school funds, in the use of which local districts shared, brought early into the educational picture some form of State regulation. The receipt of aid from the State was accompanied by the necessity of making reports to the State, and this in turn evolved into compliance with other State demands as well. As a result, State officials were appointed to receive reports from the school corporations and to deal with them in matters relating to the apportionment of funds and other items of State policy.

The early duties of the officers thus appointed were largely clerical, statistical, and advisory with reference to the application of the State school law. But out of them grew the comprehensive structure of the modern State education department, with its chief State school officer, acting in many cases as executive officer of the State board of education. Today myriad responsibilities of administrative, supervisory, and advisory services replace the original simple functions of tabulation of records and management of funds. State educational administration has become a challenging opportunity for exercising constructive leadership in the State's educational affairs.

Because of the individual authority of each State for its own educational program, practices and policies differ widely among them in many respects. Yet in the midst of differences there are also common elements of development. The United States Office of Education, in presenting this series of monographs, has attempted to point out those common elements, to analyze the differences, and to present significant factors in State educational structure. In so doing, it accedes to the requests of a large number of correspondents who are students of State school administration and who have experienced the need for the type of material offered in this series.

The sources of information have taken the form of both documentary evidence and personal interviews. During the year 1939, more than 20 representatives of the Office of Education were engaged in visiting State education departments throughout the country, conferring in each case with the chief State school officer and his assistants. Working in "teams" of from 2 to 7 persons, they spent several days in the State offices of the respective States, seeking accurate and comprehensive data, gathering all available printed or mimeographed documents, and securing from each member of the department who

was available an oral statement of his duties, activities, and problems. Preceding this program of visitation and again preceding the compilation of reports, committees of chief State school officers met in Washington with members of the Office of Education staff, to assist in the drafting of plans, and later in the formulation of conclusions. No effort was spared, either at the time of the visits or in studying and checking data subsequent thereto, to make of the final report for each State a reliable document.

The topics considered in the series include problems of administrative organization and relationships, financial control and assistance, legislative and regulatory standards, and various types of supervisory services. Each has been studied from the point of view of past developments and of organization existing at the time of the visit to the State. For some fields of activity a State-by-State description is given of policies, problems, and practices. For some, selected States are used as examples, with a summary of significant developments and trends in all States. The total series, it is hoped, will prove to be a helpful group of publications relating to the organization and functions of State education departments and of the boards of education to which they are related.

The report included in the present monograph deals with one of the more recent developments in State educational administration and supervision—namely, that related to the education of exceptional children. Initiated by the State through residential institutions and by local school districts to meet local needs, programs of special education for the handicapped and the gifted have steadily gained ground as essential to the complete functioning of the State's educational system. As a result, one State after another is encouraging a bureau or a division or a section in its State education department designed particularly to look after the educational interests of those who need special adjustments because of a marked deviation from normal physical, mental, or emotional condition. To describe the organization and supervisory functions and activities of such programs is the aim of this bulletin.

To the chief State school officers, to members of their respective staffs, and to other State officials who have assisted in furnishing data for this series of monographs, the United States Office of Education expresses its deepest appreciation. Without their wholehearted cooperation the publication of the series could not have been realized. The entire project is an example of coordinated action, both on the part of Office of Education staff members who have participated in it and on the part of State officials who gave so generously of their time and effort to supply the needed information and materials.

BESS GOODYKOONTZ,
Assistant U. S. Commissioner of Education.

Introduction

ASSUMPTION of responsibility by the State for the education of handicapped children began more than a century ago. In 1817 the first State-aided residential school for the deaf in the United States made its appearance in Hartford, Conn., and by 1850 the policy of providing educational opportunity for handicapped children of various types through the medium of residential schools was well established. During this same period, State boards of education and State education departments were in an exploratory stage, and the early residential schools grew up without integration with the day school system of the State. They constituted, however, the beginnings of State programs of special education and were the forerunners of the coordinated systems of residential and day school programs which have come into being in some States during the past 20 years.

It was not until the turn of the century that the first State undertook to provide a semblance of supervisory service for day schools for handicapped children, and not until 15 or 20 years later was any significant impetus given to the movement. An important contributing factor in developments which took place in 1915 and succeeding years was undoubtedly the introduction and widespread use of intelligence tests, with the emphasis which they brought with them upon the array of individual differences and needs found among pupils in school. Since that time the American policy of educating all the children of all the people has brought into the schools a highly diversified population, representing wide ranges and serious deviations in physical, mental, and emotional characteristics. State educational officials have seen the importance of providing for such deviates a specialized type of guidance through their elementary and secondary years in accordance with the demands of their respective handicaps.

To Wisconsin belongs the honor of having instituted in 1885 the first legislation for day classes for handicapped children, and in 1901 the first inspectorial position in the State Department of Public Instruction for the approval of such classes. The group first to be served in this way were the deaf, but in 1907 the blind were added for consideration, and in 1913, the speech-defectives. In 1915 the State Board of Education in Connecticut appointed the first State school psychologist to make mental examinations of backward and defective children and to devise methods for their better instruction in the

public schools. Wyoming in 1919, New York in 1920, and Wisconsin and Pennsylvania in 1921 followed with the appointment of similar staff members, and with an increasing emphasis upon educational and supervisory aspects of the work.

At about the same time began an intensified interest in the educational welfare of physically handicapped children in day schools. Ohio in 1921 and New York in 1926 created divisions in the State Education Department to initiate services for this group. In 1927 Wisconsin enlarged its already existing State program by adding a division for crippled children, and California set up a program in the same year for both mentally and physically handicapped. Part-time services by members of the State staff charged with other major responsibilities were likewise instituted in Massachusetts, Michigan, Minnesota, and in later years in Kentucky, Maryland, and New Jersey. Some of these part-time services (i. e., in Massachusetts and Michigan) have in recent years been placed upon a full-time basis. Latest additions to the group of States exercising supervisory responsibility for the education of exceptional children are Delaware, in 1932; Colorado, in 1936; and Virginia, in 1938. Thus in East and West, North and South the movement has spread, and the total number of States having on the State education staff one or more persons identified with this field in title and in functions on either a full-time or a part-time basis now stands at 16.

The term "exceptional children" has come to have a connotation which includes the physically handicapped, the mentally handicapped, the mentally gifted, and behavior problems. Numerous local school programs have been developed in the interests of all these groups, but, so far as State supervisory programs are concerned, relatively little activity is under way for the last two. Essentially, State supervisory programs for exceptional children are as yet State supervisory programs for mentally or physically handicapped children. Accordingly, since the purpose of this bulletin is to analyze and describe existing programs as of 1939, only limited reference will be found in it to the groups for which special State supervisory service has not in general been initiated, important as such services may be. Moreover, since the school program for exceptional children extends through the elementary and secondary years, this is considered the logical period through which a State supervisory service should be exercised. The work being done for physically handicapped adults and young people of employable age through the State vocational rehabilitation service is not a subject for treatment in this bulletin except for general reference to coordinating values, but it will be found discussed in another number of the series.

The primary purpose of educational supervision is the improvement of instruction; hence, this is made the keynote of the discussion herein given of supervisory programs for handicapped children. Too much stress cannot be laid upon the fact that unless a State supervisory program achieves this objective it has failed of its mark. Those charged with it may be forced to face problems of organization and administration, of legislation and regulations designed to produce improved educational conditions for handicapped children; but they dare not stop there. Having brought about favorable conditions for teaching, they must prove a stimulating, encouraging, helping, guiding force to the teacher in the classroom.

No machine, however well made, will continue to run of itself without losing momentum or direction. Someone needs to sit at the wheel, release the gas or apply the brakes, and steer it in the direction in which it should go. It needs also to have an occasional servicing, with a check of all its parts; an oiling of its bearings, and a tightening of its bolts. Akin to this situation in the physical world is the supervisory function of the State with reference to the education of handicapped children. An excellent initial organization does not guarantee a smooth running in the years that follow. The continued steady guidance of someone who knows is needed to make organization lead to effective service. Classroom procedure, teaching methods, instructional materials, and curriculum adjustment are all problems with which teachers of handicapped children need repeated help, particularly in smaller communities and rural areas of the State, in which specialized supervisory service is not available locally. Large cities have their own supervisory standards, but the State must usually furnish whatever assistance is forthcoming to the teacher of handicapped children in the small town, village, or rural school district.

The fact that 16 States have made an effort to establish such a program of supervisory service for the education of handicapped children in day schools—12 of them on a full-time basis—is a cause for encouragement. Special education for exceptional children is a relatively new field, and obviously there are many aspects of it which need repeated reevaluation, as do all modern educational practices. Yet the responsibility of the State is a constant one for seeing to it that education is fitted not only to the large group of so-called normal children, but also to those whose mental capacities either seriously lag behind or significantly forge ahead of those of their fellows; to those whose physical condition demands a special technique or treatment; and to those whose emotional instability or behavior difficulties require concentrated attention. To all of these education must offer the way to life adjustment and social contribution. Supervisory service in the State educa-

tion department should be an effective stimulus for the provision of the needed guidance both through local school communities and through centralized State institutions. The 16 States which now offer something of this nature are exploring ways and means to make their supervisory service most effective. It is hoped that their experiences as related in the following pages may prove helpful in the organization of similar and even improved programs in other States, and that the day will not be so far distant when not 16 States but 3 times 16 States will have inaugurated constructive supervisory services for the education of all the exceptional children within their areas.

PART I

Part I
A GENERAL SURVEY

Chapter 1

Some Basic Legal Provisions

THE INSTALLATION of a new State supervisory service may evolve in one of several ways. It may arise as the result of prerogatives given to the chief State school officer to appoint or to recommend the appointment of staff members in accordance with the needs of the State educational program; it may be the direct outcome of legislative provision for supervision of the field in question; or it may take the form of an additional assignment of duty to an existing member of the staff. Sometimes two or even all three of these factors enter into the situation. But regardless of the way by which it may be brought about, the initiation of a supervisory program in a particular field is presumably in response to a felt need; and the recognition of that need often finds expression in legislative enactments regarding the service to be rendered.

In the more highly specialized fields of supervision, such as the education of exceptional children, these factors of cause and effect are even more apparent than in the general supervisory areas, the existence and importance of which are more often taken for granted as the very basis upon which the structure of the school program is built. Handicapped children present certain special needs which frequently baffle teachers and administrators alike. Special facilities must be provided to meet those needs—facilities which often cost a considerable amount of money. In the course of time State legislation is enacted to encourage and to stimulate local school districts to make the necessary provisions; and, finally, someone is appointed in the State education department to guide and supervise—perhaps only to inspect—the local programs established under such legislation. This sequence of events has been clear in the evolution of most State supervisory programs for the education of exceptional or handicapped children.

What are the basic legislative provisions which have accompanied or given rise to the installation of State supervisory service in this field? An examination of existing laws in the 16 States in which definite—although in some cases all too limited—responsibility has been assigned for the education of handicapped children reveals certain common factors characterizing most of them; and in some States in which no supervisory program is as yet in operation, legislative enactments of the same general type are pointing the way toward the initiation of supervisory service, it is hoped, in the not too distant future. The topics under which such apparently fundamental legal provisions

can be classified are as follows: (1) Enumeration of handicapped children; (2) compulsory school attendance; (3) provision for special schools and classes and their concomitant necessities; (4) provision of State financial aid; and (5) allocation of supervisory responsibility. It is not the purpose of this publication to analyze all existing laws in these areas, but rather to show how legislation in the States has contributed to and in some cases constituted the foundation of effective supervisory programs. To this end examples are cited.

Enumeration of Handicapped Children

Before one can attack any problem intelligently, one should know something of its magnitude. The existence of a State department of education is justified only by the fact that thousands or hundreds of thousands of children are looking to the State for their educational welfare. So also the organization of a supervisory program in special education for handicapped children is warranted only if a significantly large number of children present special educational needs that cannot be satisfactorily met through the regular channels. The logical point of departure, therefore, in any serious approach to the problem of organizing educational facilities on a State-wide basis for exceptional children is to be found in seeking an answer to the question: How many exceptional children are there in the State? It is quite true, of course, that logical procedure does not always govern practice. Sometimes one attacks a problem without knowing its magnitude until one is deeply involved in it. So it has been with State programs of special education; yet the question of incidence is an ever-present one and must be answered sometime if the program is to proceed along effective lines.

Legislative provision for a periodic census of all children of school age is an accepted State practice. Many States add to this requirement a special enumeration of deaf and blind children, to be used for purposes of enrolling them in the State residential schools for the deaf and the blind. Some have a special requirement for enumerating the crippled, or the mentally deficient, or other special groups. Relatively few States, however, have made legal provision for enumerating and reporting *all* types of handicapped children needing special educational facilities. As an example of this more comprehensive form of enumeration may be cited that which is made under the Connecticut law specifying that "the State Board of Education shall make regulations requiring enumeration and reporting of all educationally exceptional children." Moreover, "educationally exceptional children" are defined as including "all children over 4 and under 16 years who, because of some physical, mental, or other handicap, require special educational training or privileges."¹ Pennsylvania

¹ Connecticut School Document No. 1, 1937-38 (Whole number 491), Supplement to Laws Relating to Education, sec. 189 d. p. 18 (sec. 21 S. L.).

has written into its law the provision that there shall be reported to the district or county superintendent of schools every child within the district between 8 and 16 years of age who is gravely retarded in school work, or any child between 6 and 16 years of age who because of apparent exceptional physical or mental condition is not being properly educated or trained.² Wisconsin requires each city and county superintendent to obtain information from all schools regarding children from birth to 21 years of age who are physically or mentally handicapped and to report such information annually to the State superintendent.³ These are 3 of the States in which State supervisory services for the education of exceptional children have reached significant proportions. Their legal provision for ascertaining which and how many children need to be served is one of the fundamental elements of their respective programs.

Compulsory School Attendance

Like the school census, legal provision for compulsory school attendance has become a recognized feature of the State's educational system. The limits of compulsory school ages vary, exceptions are noted, but the general concept prevails. Its application has been extended in most States to deaf and to blind children whose parents are required to send them to the State residential schools unless other means of education are provided. But again, specification of its application to other types of physically handicapped or to mentally retarded children has not yet been realized in many States.

South Dakota provides that the blind, deaf, and feeble-minded must be given instruction at home, at school, or in an institution.⁴ Ohio laws require compulsory school attendance between the ages of 6 and 18 years, with certain exceptions, among them being the inability of the child to profit substantially by further instruction; but they specify in addition that no child shall be deemed incapable of profiting substantially by further instruction if the department of education shall find it feasible to provide for him special classes, special instruction, or individual instruction, according to his mental capacity.⁵ Massachusetts specifies that no physical or mental condition capable of correction or rendering the child a fit subject for special instruction at public charge in institutions other than public day schools shall avail as an excuse for nonattendance.⁶

Implicit in the compulsory education laws is the assumption that they apply to all children who can profit by the educational program offered by the State, whether in day schools or in residential schools.

² Public Acts of Pennsylvania, 1937, Act 478, sec. 1413.

³ Wisconsin School Laws, 1939 ed., sec. 39.11 (1a).

⁴ School Laws of South Dakota, 1939 ed., sec. 15.3202, 4.

⁵ Ohio School Laws, 1934 ed., sec. 7762-7; 7763-5.

⁶ The Commonwealth of Massachusetts, Bulletin of the Department of Education, 1932, No. 7 (Whole number, 249), General Laws Relating to Education, ch. 76, sec. 2, p. 42.

Implicit in them also, however, is the inference that the State shall offer an adjusted program for children who need it; and this brings us to the next fundamental concept in a State program for handicapped children.

Provision for Special Schools and Classes

If a State requires that all educable children shall attend school, including the physically and the mentally handicapped, obviously its responsibility is to provide the type of school that they can attend with safety or the type of educational facility by which they can profit. Every State makes some legislative provision for the education of its deaf and its blind children in residential schools either within the State or in neighboring States. Every State also provides special residential schools for socially maladjusted youth; and every State makes some provision for the institutionalization of its feeble-minded population.

Legal provision for special day schools and classes is not nearly so common, though appropriate enactments are increasing with every session of the State legislatures. Existing legislation may be classed as either "permissive" or "mandatory"; that is, the State may give its sanction and encouragement to the organization of special facilities for handicapped children, or it may require them on the part of local school districts under certain specified conditions. Great variation is found among the States in the types of children and the types of educational provisions mentioned in such statutes. In a few States all types of physically or mentally exceptional and socially maladjusted are given legislative consideration or are included in the interpretation of the law. In other States, only one or two groups (such as the deaf, the crippled, or the mentally sub-normal) are recognized.

The most comprehensive type of legislation is that which empowers the State superintendent or commissioner of education to set up a State-wide program of special schools and classes for all children who need them regardless of type of handicap or special need. In California, for example, it is specified that "the board of education of any city school district, upon the recommendation of the city superintendent of schools, or the board of school trustees of any elementary school district, upon recommendation of the county superintendent of schools, may establish and maintain one or more separate classes for pupils who would profit more from a course other than the regular course of study prescribed for the elementary schools, and may substitute for the regular course of study other types of school work or study approved by the superintendent of schools as being better adapted to the mental needs of the pupils enrolled."¹ It is likewise stipulated that "physically handicapped minors may be instructed

¹ School Code, State of California, 1937 ed., secs. 3.430, 3.431.

in special schools or classes, in hospitals, sanatoriums or preventoriums, in the home through the employment of home instructors, by cooperative arrangement with the bureau of vocational rehabilitation of the State Department of Education, or by any other means approved by the State Department of Education."⁸ The special education provided through this law may be of either elementary or secondary grade. Such an arrangement leaves the door wide open in California for the establishment of special classes and other needed educational opportunities for all types of exceptional children. Other States in which at least some legislative recognition is given to the educational needs of both mentally and physically handicapped children in day schools include Connecticut, Delaware, Indiana, Maryland, Massachusetts, Minnesota, New Jersey, New York, Pennsylvania, Washington, Wisconsin, and Wyoming. Details of the laws in these States vary, as does also the extent to which they encourage forms of special education other than the organization of special schools or classes within the school building; but the intent is the same in all, namely, to insure educational opportunity to those whom because of physical or mental handicap the ordinary day school may not be able to reach.

Provision of State Financial Aid

The permission or even the requirement of special educational facilities for handicapped children in day schools does not presuppose special financial support on the part of the State. *Residential* schools for the deaf, the blind, the delinquent, and the feeble-minded receive their periodic appropriations apart from the State school fund; but the cost of special *day* schools and classes is considered a financial obligation of the regular day school district or of the State supporting the district's program.

Because the education of exceptional children in special day schools or classes or by other special means costs materially more than the education of the same number of children enrolled in regular classes, it is becoming an increasingly accepted conviction that the State should contribute more toward the expenditures incurred for them than it does for so-called normal children. Particularly is this true of some groups of physically handicapped children, for whom special items of expensive equipment and services are necessary. The basis which is most frequently used to determine the State's additional responsibility is the excess cost of the education of handicapped children beyond that involved in educating normal children of the same age and grade in the same school district. Extensive variations occur, however, in the amounts furnished and the types of children affected, as one can see from the following table.

⁸ *Idem*, sec. 3.008.

Table 1.—States providing State aid to meet the excess cost of educating mentally or physically handicapped children in day schools

State	Types of children eligible for State aid	Annual maximum State subsidy
California	All types of physically handicapped.	\$200 per pupil.
Connecticut	Mentally handicapped	\$40 per pupil.
Illinois	Blind and partially seeing	\$250 per pupil.
	Crippled	\$300 per pupil.
	Deaf and hard-of-hearing	\$110 per pupil.
Indiana	Children with physical disability.	$\frac{1}{4}$ of excess cost.
Iowa	Crippled	Appropriation of \$30,000 for biennium.
	Deaf	\$20 per month per child.
Maryland	Physically handicapped	\$200 per pupil.
	Mentally handicapped	Each special class considered a teacher unit in apportionment of State funds.
Massachusetts	Partially seeing	\$500 per class.
	Deaf	Total cost in not more than 6 towns.
	Mentally handicapped	Each special class considered a teacher unit in apportionment of State funds.
Michigan	Blind and partially seeing	\$200 per pupil (\$300 for non-residents).
	Crippled	
	Deaf and hard-of-hearing	
	Epileptic	
Minnesota	Blind and partially seeing	\$300 per pupil.
	Crippled	\$250 per pupil (plus \$150 for transportation or board).
	Deaf and hard-of-hearing	\$250 per pupil (\$400 for non-residents).
	Speech-defective	\$1,500 per teacher.
	Mentally handicapped	\$100 per pupil.
Missouri	Blind and partially seeing	\$750 per teacher.
	Crippled	
	Deaf and hard-of-hearing	
	Speech-defective	
	Mentally handicapped	\$500 per teacher.
	Mentally backward (borderline cases).	\$500 per teacher.
Nebraska	Deaf and hard-of-hearing	\$150 to \$300 per pupil.
New Jersey	Blind and partially seeing	\$500 per teacher plus $\frac{1}{4}$ further excess cost.
	Crippled	
	Deaf and hard-of-hearing	
	Mentally handicapped	\$500 per teacher.
New York	Physically handicapped (except deaf and blind).	Each special class considered a teacher unit in apportionment of State funds.
	Mentally handicapped	

Table 1.—States providing State aid to meet the excess cost of educating mentally or physically handicapped children in day schools—Continued

State	Types of children eligible for State aid	Annual maximum State subsidy
Ohio	Blind and partially seeing. Crippled. Deaf and hard-of-hearing.	\$200 per pupil (With allowance for transportation and for maintenance if required for nonresidents).
Pennsylvania	Physically handicapped.	25-30 percent of minimum teacher's salary.
Virginia	Mentally handicapped.	Appropriation of \$100,000 for biennium.
Washington	Physically handicapped. Mentally handicapped. Mentally or physically defective.	Each special class considered a teacher unit in apportionment of State funds; also special allowance in computing attendance.
Wisconsin	Blind and partially seeing. Crippled.	\$250 per pupil (\$400 for nonresidents). \$300 per pupil (\$450 for nonresidents).
	Deaf and hard-of-hearing. Speech-defective.	\$250 per pupil (\$400 for nonresidents).
	Mentally handicapped.	\$100 per pupil.
Wyoming	Physically or mentally defective.	Appropriation of \$7,800 for biennium.

Just how much the State should contribute and on what basis the contribution should be made are matters on which there is still room for research. There seems to be no question, however, that provision should be made in such a way (1) that all types of exceptional children are included in the educational program; and (2) that handicapped children in all types and sizes of school districts (including isolated rural communities) shall be given adequate and suitable educational opportunity.

Allocation of State Supervisory Responsibility

When the State makes legal provision for the organization of special educational facilities in day school systems, and especially when it appropriates funds for their effective operation, it may be assumed that a State supervisory program should function in relation to such facilities. Among the States listed in table 1, there is a wide variation in the extent to which this is true. Some have made no allocation of supervisory responsibility at all and restrict their State functions to the checking and disbursement of funds for special State-aided classes. Others have an extensive supervisory force operating in a bureau or division of special education. Between these extremes there are

many gradations of supervisory service. Moreover, in a few States, not included in table 1, some form of supervisory program has been established even without provision of a State subsidy. Table 2 on page 15 lists the States which have made some definite assignment of supervisory duty in this area of service.

The legal basis for such assignment as already intimated is one of three types: (1) The power of the State superintendent to allocate responsibilities to already existing members of his staff; (2) the power of the State superintendent to appoint or to recommend the appointment of additional staff members needed to carry out the State program; (3) creation by law of a new service or division in the department of education. All three of these bases are represented in the development of supervisory service for exceptional children. For example, Wisconsin, a State which for years has had supervisory programs for both mentally and physically handicapped children, operating, however, independently of one another, in 1939 rewrote its laws pertaining to these services and created a "bureau for handicapped children," with a director in charge who has the status of assistant State superintendent and whose responsibility is to coordinate and to administer all the services rendered by the State Department of Public Instruction for handicapped children. The new law specifies further that the director shall appoint supervisors to serve in the respective areas and other qualified personnel to perform duties assigned by the State superintendent.⁹

In Ohio the State director of education is directed by law to select some competent person or persons to inspect all classes for handicapped children and to report concerning conditions therein. Moreover, the State director of education "shall prescribe standard requirements for day schools for the deaf, blind, and crippled, and other instruction of such children entitled to State reimbursement, which requirements shall include the conditions under which such schools are instructed, the methods of instruction and supervision, the qualifications of teachers, and the conditions and terms under which they are employed, the special equipment and agencies for instruction provided, and the conditions of the rooms and buildings in which the schools are held."¹⁰ When legal requirements are as specific as these, the logical consequence should be a State supervisory program of some proportions.

In California, Michigan, and in other States, a more general provision empowering the State superintendent to appoint or to recommend the appointment of such assistants as he may deem necessary has been applied to special education for handicapped children as to other fields. Where such authority is not given to the chief State officer, he can still ordinarily assign duties to existing staff members

⁹ School Laws of Wisconsin, 1939 ed., sec. 41.01 (4).

¹⁰ Ohio School Laws, 1934 ed., sec. 7761.

as conditions may demand; and this method has been used in some States to secure a limited degree of service for special education, when a full-time staff member could not be provided.

The Status of Residential Schools

There is another phase of the supervisory program which has been less clearly defined, namely, that which pertains to State residential schools for handicapped children. Many of these schools, formerly under the administration of State welfare departments or boards of control, have been transferred by law to State departments or boards of education in the interests of integrating the entire educational system of the State. Particularly is this true of State schools for the deaf and the blind,¹¹ but in many cases the relationship is still merely a nominal one, or one relating only to financial or administrative affairs, with little supervisory service rendered by the State department. It is assumed, of course, that the superintendent of the school, as an experienced leader in the education of the deaf or of the blind, is capable of exercising effective supervision within his own institution. However, general procedures in elementary and secondary education are applicable to all children, regardless of a handicap, and in such matters the State department of education might well render helpful service to residential schools as well as to day schools.

In a number of States the law encourages such a relationship, even while retaining the institutional administration of residential schools under a noneducational public or a private agency. In Pennsylvania, for example, it is stipulated that the State Council¹² of Education shall supervise and inspect and adopt standards for schools and institutions wholly or partly supported by the State, including institutions for the blind and the deaf.¹³ The Indiana law specifies that the Indiana Boys' School for socially maladjusted youth, which is administered by a separate board of control, shall have a course of study comparable to that of public day schools; the teachers employed shall be regularly licensed; and the State superintendent of public instruction shall visit and inspect it, and shall submit recommendations concerning its work.¹⁴ The Connecticut law requires that the State Board of Education "shall supervise the educational interests of all children over 4 and under 16 years of age who are residing in or attending any child-caring institution receiving moneys from the State."¹⁵ In the Michigan law detailing the powers and duties of the State superintendent of public instruc-

¹¹ Office of Education Bulletin 1937, No. 2, vol. II, ch. VI, Statistics of Special Schools and Classes for Exceptional Children, gives information as to administrative control of residential institutions for the deaf, the blind, the socially maladjusted, and the mentally deficient.

¹² Comparable to the State board of education in other States.

¹³ School Laws of the State of Pennsylvania, 1937 ed., sec. 906.

¹⁴ School Laws of Indiana, 1935 ed., pars. 207-209.

¹⁵ Connecticut School Document No. 1, 1937-38, op. cit.

tion, it is indicated that he "shall have general supervision of general instruction in all public schools and in all State institutions that are educational in their character, including . . . the Michigan School for the Deaf, the Michigan School for the Blind, the Boys' Vocational School, the Girls' Training School, . . . the Michigan Home and Training School, and any similar institution that may hereinafter be created."¹⁶ The control of the first two institutions named above was transferred from the State Institute Commission to the State Board of Education, and hence they have become integral parts of the educational system of the State. The other institutions named are still under the general administration of noneducational agencies, but the supervisory responsibility of the State Department of Public Instruction toward them is made clear in the law.

Wisconsin seems to be the first State which has legally taken the step of combining in one bureau of the State Department of Public Instruction responsibility for the education of handicapped children in both day and residential schools. In the law of 1939 creating the bureau for handicapped children and providing for the appointment of its director, it is stipulated that "the responsibility of the director is concerned with the services carried on through *day classes and resident schools under the jurisdiction of the State Department of Public Instruction*, for children with handicaps as designated in this section."¹⁷ It is too early to say what form of integration of services will be effected on the basis of this legal provision, but it opens the door wide to a unified program such as has not yet been known in special education, developed through the delegation of appropriate functions to each agency involved and on the basis of the mutual understanding and cooperation of all of them.

Summary

State supervisory programs for the education of handicapped children are based upon educational needs which the State seeks to meet through legislative or regulatory provisions.

The legislative enactments which appear to constitute a satisfactory basis for the development of a supervisory program in special education relate to (1) enumeration of handicapped children; (2) compulsory school attendance for handicapped children; (3) provision for the establishment of special schools and classes, with their necessary concomitants; (4) provision of State financial aid to meet the excess cost involved in the special education of handicapped children; and (5) allocation of supervisory responsibility.

In all but 3 of the 16 States in which State supervisory programs have been established for the education of exceptional children, a

¹⁶ Michigan General School Laws, 1936 ed., par. 7330 (226).

¹⁷ Wisconsin Statutes, 1939, sec. 41.01 (4). (Italics by writer.)

State subsidy is granted to meet the excess cost involved. Moreover, 6 States in which no supervisory program has as yet been organized grant State aid for one or more types of handicapped children.

Residential schools for the deaf and the blind are in increasing numbers being considered integral parts of the State's educational system. Many of them are now legally responsible to the chief State school officer or State board of education. Others, while being otherwise administered, have a close relationship with the State education department for supervisory purposes in the interests of better coordination of the total special education program of the State.

Chapter 2

Organization of State Supervisory Programs-

THE 16 STATES listed in table 2 are the only ones in which in 1939 there existed within the State department of education a bureau, division, or staff member recognized in title and in functions as the supervising or directing agency or agent for the education of exceptional children. In addition to these, however, there are other States in which a restricted phase of the program is given attention without identifying it in the title of the person concerned with it. The functions thus assumed are either for administrative purposes or for the promotion of a particular type of service within a larger area. In the former case, exigencies of the situation have required that certain administrative responsibilities relating to special education be assigned to some official who by title and major activities is otherwise engaged. For example, the State of Washington in 1937 enacted legislation providing for an extended program of special schools and classes and specifying special State aid for the same.¹ The burden of setting the plan in motion and of assisting local school districts to initiate programs in compliance with the law has been carried by the State elementary school supervisor. Similarly, in Illinois, where special State aid is available for several types of exceptional children,¹ an assistant to the State superintendent, who is a regional supervisor for elementary and secondary education, has responsibilities in connection with the administration of State aid, and because of his interest in the problem he is giving it considerable attention.

¹ See table 1, on page 8.

Table 2.—States reporting supervisory service for special education of exceptional children on either a full-time or a part-time basis ¹ (1939)

State	Professional staff	Immediate superior officer
California.....	Commission for special education (5 members).	Assistant State superintendent, in charge of instruction.
Colorado.....	Bureau of home and school service, with 1 field secretary ² in special education.	State superintendent of public instruction.
Connecticut.....	2 field supervisors of special education.	Director, division of instruction.
Delaware.....	1 director of special education and mental hygiene.	State superintendent of public instruction.
Kentucky.....	1 director of special education (part-time for handicapped children).	Do.
Maryland.....	1 supervisor of vocational rehabilitation, special education, and attendance (part-time for handicapped children).	Do.
Massachusetts.....	1 supervisor of special schools and classes.	Director, division of elementary and secondary education and State teachers colleges.
Michigan.....	1 consultant, education of exceptional children.	Assistant State superintendent, in charge of instruction.
Minnesota.....	1 director of vocational rehabilitation and special education (part-time for handicapped children).	State commissioner of education.
New Jersey.....	1 part-time ³ supervisor of classes for subnormal children.	Assistant State commissioner in charge of elementary instruction.
New York.....	Bureau of physically handicapped children, with 1 chief and 3 assistants. 1 part-time supervisor of mentally handicapped children.	Assistant State commissioner ⁴ for vocational and extension education. Assistant State commissioner for research.
Ohio.....	Division of special education, with 1 director, 4 full-time, ⁵ and 2 part-time assistants.	Director, division of instruction. ⁵
Pennsylvania.....	1 chief of special education, and 1 adviser of special education.	Director, bureau of instruction.

¹ In addition to the States listed in this table, other States carry on certain functions in relation to the education of exceptional children, but have not specified by title the assignment of such functions.

² Title was changed in 1940 to "supervisor of special education," with immediate responsibility to the State superintendent of public instruction.

³ Position was placed on a full-time basis in 1940.

⁴ Who in turn is responsible to an associate State commissioner in charge of instruction.

⁵ Since the State was visited in 1939, the division of special education has been made directly responsible to the State director of education, and an additional full-time staff member has been appointed.

Table 2.—States reporting supervisory service for special education of exceptional children on either a full-time or a part-time basis (1939)—Continued

State	Professional staff	Immediate superior officer
Virginia.....	1 director of rehabilitation, special and adult education (part-time for handicapped children), with 2 supervisors for handicapped children.	State superintendent of public instruction.
Wisconsin.....	Bureau for handicapped children, with 1 director, ^a 3 supervisors and assistants.	Do.
Wyoming.....	1 director of special education.	State commissioner of education.

^a With status of assistant State superintendent.

Cases in which promotion of a particular type of service is included in a larger area of functions may be illustrated by the field of speech correction. The State of Missouri provides legally for payment of State subsidies for the education of several types of handicapped children, including speech-defectives.² It has on its State supervisory staff a "supervisor of speech," who includes among the diversified duties of a program directed in general toward the development of good speech a supervisory responsibility for a speech-correction program. Through it speech-corrective work in the schools is encouraged and local speech-correction clinics maintained. In Rhode Island, speech correction in the public schools is being sponsored by the State Department of Education through the Rhode Island College of Education and in cooperation with a private school for speech correction.³ Moreover, the Rhode Island School for the Deaf is in the State Department of Education, as corresponding schools are in a number of other States, and thus there is an opportunity for considerable coordination of educational facilities for deaf and hard-of-hearing children. Other examples might be cited showing how State education departments are evincing an interest in and undertaking the sponsorship of particular special services for handicapped pupils. Such arrangements are, it is hoped, the forerunners of recognized supervisory programs reaching all types of exceptional children.

Part-time Assignments

In 4 of the 16 States listed in table 2, programs of special education are being handled through definite part-time assignments to staff members who take on dual or even triple roles. In such cases the

² See table 1, on page 8.

³ Martin Hall in Bristol, R. I.

functions carried on are likely to be promotional and administrative or organizational in character rather than of a true supervisory nature. The director of special education in Kentucky has under his charge the programs of the State for the education of handicapped children, for adult education, and for vocational rehabilitation. In Maryland, the director of special education is also director of attendance and supervisor of vocational rehabilitation. Similarly, in Minnesota the director of vocational rehabilitation carries responsibilities for the program of special schools and classes. In New Jersey, the supervisor of continuation education has been serving as supervisor of subnormal children. Efforts are being made in several of these States to secure for the program of special education for handicapped children the full-time supervisory service which it needs.

If part-time assignments are to be made, the question naturally arises: Which services shall be combined? The answer may of course be based upon matters of availability of staff or of expedience, but it may also—and far better—be made in terms of related programs of work. The philosophy of special education takes into consideration, on the one hand, the need of the exceptional child for specialized treatment, and, on the other hand, his need for a regular school program so far as he can profit by it and for social contacts with other boys and girls whom we choose to call "normal." Much emphasis is being placed these days upon the importance of making adjustments for handicapped children through regular classes whenever possible, with the reservation of special schools and classes for those presenting serious deviations which cannot be otherwise handled.

If this philosophy is sound, it would appear that the most logical combination of services—if part-time assignment must be made—is that which places the education of exceptional children in its proper relationship to elementary and secondary education as a whole, namely as a fundamental element of each of them. The elementary supervisor, whether in city or county or State, has at heart the needs of all children, knows elementary education, and has ever-present problems of adjustment which are closely allied with those of exceptional children. Whether he wishes to do so or not, he must deal with problems which present themselves when no other help is forthcoming. Moreover, a State supervisor of elementary education has close contact with rural schools and small communities, in which the need for State service for exceptional children is greatest. If, for lack of a separate division or staff member appointed in special education, he must assume some responsibility for the program, as in Washington and Illinois, he has at his door the opportunity to bring about an integration of services for exceptional children with those for all children. With the usual heavy responsibilities of elementary supervisors, however, the fact still remains that most of them are unable, without as-

sistance, to carry a program that will insure the provision of suitable educational opportunities for all exceptional children of the State.

The combination of supervisory services for handicapped children with vocational rehabilitation, as it exists in a few States, has grown out of the fact that both are concerned with the physically handicapped and that a specialized staff is already available. It has been pointed out by those questioning this arrangement, however, that vocational rehabilitation is primarily a matter of case work, restricted by law to the vocational counseling and training for employment of physically handicapped persons of employable age, while the education of exceptional children relates to the total educational program for pupils of all ages, even including those of preschool years, that it is predominantly concerned with classroom instruction, and that it involves not only the physically handicapped but also the mentally handicapped, the socially maladjusted, and even the gifted. In view of these differences in function, it is held that the greatest contribution that vocational rehabilitation specialists can render to the cause of special education is in the capacity of consultants with reference to the vocational guidance and training of physically handicapped adolescents rather than as supervisors or directors of the total educational program for them. Certainly a close coordination of special education and vocational rehabilitation services is highly desirable, just as a coordination of high-school and college programs is desirable for students planning to attend college. But since the education of exceptional children begins with the kindergarten (or earlier), involves adjustments for all children deviating from normal, and is concerned with classroom and instructional adjustment not only in special schools and classes but also in regular classes, its place in the scheme of organization of the State education department appears logically to belong in the division which is concerned with elementary and secondary instructional supervision as a whole (as one finds it in a number of States listed in table 2), unless it has evolved into a separate unit of some dimensions, cooperating with both the elementary and the secondary education staff, with vocational rehabilitation specialists, and with every other agency carrying on related functions.

In the last analysis, the consolidation under one staff member of State supervision for the education of exceptional children with any other service of comprehensive scope is not the way to bring about an effective program for handicapped children. The area has proved sufficiently large and important to demand full-time service for itself; hence a combination can at best be considered only an intermediate stage which should lead to appointment of a full-time person for a full-time job, as has recently been the case in Michigan and as is contemplated in several other States. Coordination but not consolidation of

that person's job with that of every other supervisor having a related sphere of service seems to be the desirable objective.

Full-Time Assignments

The 12 States which have one or more full-time persons working exclusively in the field of special education for handicapped children show a diversity of organization which is interesting as well as wholesome. New services find their proper places in the structure of the State school system through varied and devious paths—sometimes even through trial and error. In general, one might classify the 12 States into 3 groups with reference to the place to which, at the time when the State was visited, the education of exceptional children was assigned, and with reference to the type of organization effected. First, there are 7 States—California, Connecticut, Massachusetts, Michigan, New York, Ohio,⁴ and Pennsylvania—in which the supervision of special schools and classes is at least in part one of a coordinated group of functions assigned to a larger division or bureau of instruction for elementary and secondary schools, in charge of a director or other person performing similar duties. Second, there are 2 States—Colorado⁴ and Virginia—in which the full-time workers in special education are responsible to a director who has other major responsibilities not directly connected with classroom instruction. Third, there are 3 States—Delaware, Wisconsin, and Wyoming—in which the person or the bureau responsible solely for the education of handicapped children report directly to the State superintendent of public instruction.

Within these general groups there are variations, of course—variations in details of the organization as well as in number of staff members available. In the first group, for example, Michigan has only 1 full-time worker in special education, while Ohio⁴ has 1 director of the program, 4 full-time assistants, and 2 part-time assistants. In New York the plan of coordination of special education with general instruction applies only to the physically handicapped groups, for which there is 1 chief and 3 assistants; the work for the mentally handicapped is conducted on a part-time basis in the division of research. Similarly, in the third group there are variations. In Delaware and Wyoming there is only 1 staff member charged with the program; in Wisconsin there is an entire bureau, with a director in charge who has the status of an assistant State superintendent.

To illustrate these types of organization, charts for 2 States—Michigan and Wisconsin—are presented, the first showing a direct relationship between the supervision of exceptional children and the division of instruction, the second showing an entire bureau responsi-

⁴ See footnotes 2 and 5, table 2 (page 15).

ble immediately to the State superintendent. In the case of Michigan, it should be pointed out that the consultant for exceptional children serves not only the mentally and the physically handicapped, but also the socially maladjusted and the gifted, namely, *all* types of exceptional children. In Wisconsin the bureau for handicapped children is charged not only with the educational program for all types of handicapped children but also with the Federally aided program for the medical and physical care of crippled children. The field workers designated on the chart are for the most part occupied with this latter phase of the program.

Which of the three general types of organization is used depends upon conditions peculiar to the respective States as well as upon the size of the staff available. If the staff is large enough, the service is likely to evolve into a division or bureau or section of the supervisory personnel. If the organization of the entire State department of education is based upon a differentiation between (a) instructional and (b) administrative functions, it may be expected, as has already been pointed out, that the education of exceptional children will be assigned to the instructional division. Regardless of the fact that there are administrative responsibilities to be met, as in almost any supervisory field, the major function of a supervisory service for the education of exceptional children, as for every other area of supervision, is to improve instruction. Regardless, too, of the complicating factors of physical treatment and equipment that must be secured for physically handicapped children, these so far as the school is concerned are but means to an end, namely, the improvement of the total educational program for the handicapped boy or girl. The place given to the education of exceptional children within a division of instruction serves to emphasize this objective in more than 50 percent of the States in which there are full-time persons assigned to the work.

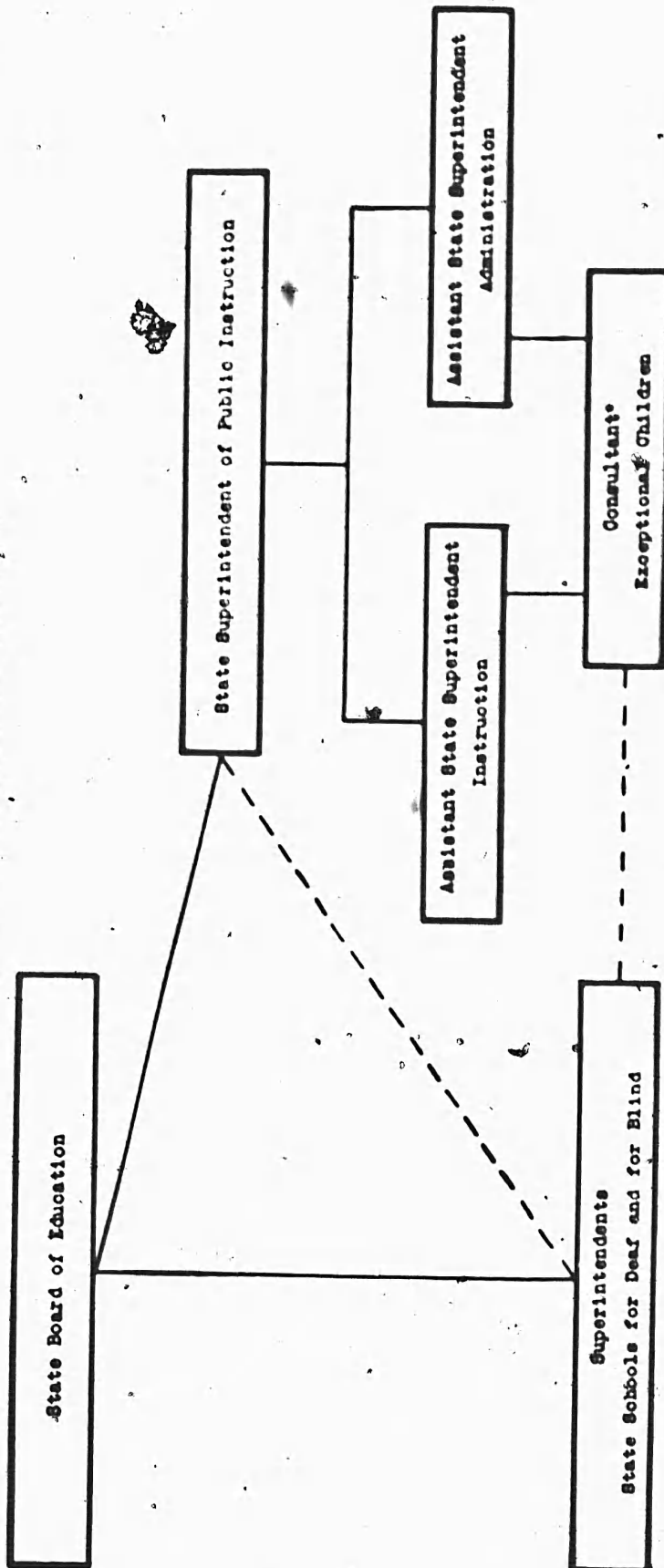
The Place of Residential Schools

Among the 16 States under consideration in this chapter, there is little uniformity as to the status of residential schools. In California, Ohio, and Wisconsin, the schools for the deaf and the blind are administratively and educationally within the structure of the State department of education; the same is true of the school for the blind in Kentucky. In Michigan they are responsible to the State Board of Education, but are not within the Department of Education; the same is true of the school for the deaf in New Jersey.⁵ In Massachusetts, New York, and Pennsylvania, most of the schools are under private administration or under separate boards of trustees, but for educational purposes they are subject to the supervision of the State education

⁵ There is no State school for the blind in New Jersey, pupils being sent to schools in neighboring States.

MICHIGAN

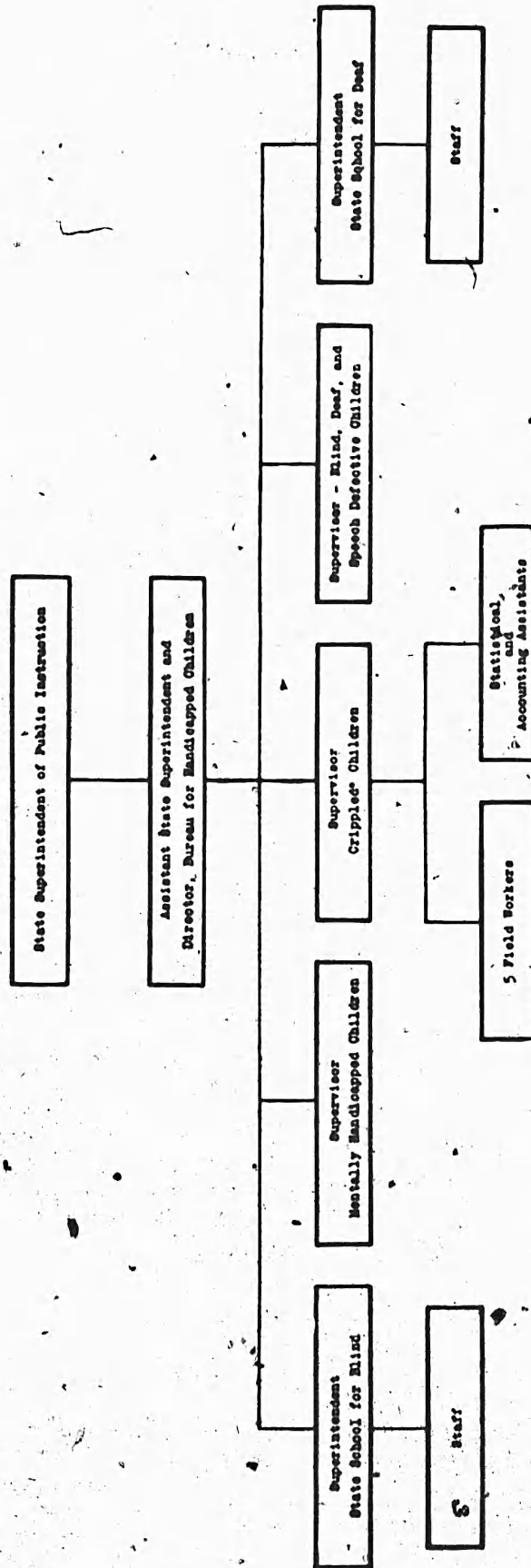
State organization for the education of handicapped children



- Functions:
1. Promotion, organization, and supervision of the education of exceptional children of all types.
 2. Supervision of State reimbursement for orthopedic, cardiopathic, epileptic, blind and partially seeing, deaf and hard-of-hearing children in day schools.
 3. Reporting physically handicapped children over 15 years of age for vocational rehabilitation.

WISCONSIN

State organization for the education of handicapped children



*Including cardiopathic and otherwise delicate children. The supervisory section for crippled children is responsible both for educational adjustment and for the administration of the physical and social services provided by the Social Security Act.

Department; a somewhat similar legal provision exists in Connecticut. In Colorado, Maryland, Minnesota, and Virginia, the State educational authority has no administrative or supervisory direction over the schools.⁶ Delaware and Wyoming have no schools for the deaf and blind, but educate children needing such services in neighboring States. Schools for the socially maladjusted and the mentally deficient are in all of these States outside the administrative responsibility of the State education department.

In those States in which State schools for the deaf and the blind are within the State education department or subject to the supervision of the State education department, there is again variation in organization. In California, the superintendents of the two schools are members of the commission for special education and they themselves are the duly appointed persons in charge of the day school programs for the deaf and hard-of-hearing, and the blind and partially seeing, respectively. In New York, active supervisory service is given the residential schools by the bureau of physically handicapped children, and in Massachusetts and Pennsylvania certain functions of inspection and approval are carried on by the persons in charge of the State special education program. In Wisconsin, the director of the bureau for handicapped children has legally undefined responsibilities for "resident schools under the jurisdiction of the State Department of Public Instruction."⁷ In Ohio, Michigan, and New Jersey the director or supervisor of special education in day schools has none but a cooperative relationship with the residential schools, which are independently responsible to the State superintendent or board of education.

So it seems that, while much progress has been made in stabilizing the educational status of residential schools for the blind and the deaf, much still needs to be done in defining the relationships involved, so that the arrangements may be most conducive to the well-being of the children for whom they all exist.

Contributions of Other Agencies

No one division of the State department of education can stand alone; no one division can carry out its functions without regard to—or without help from—other divisions. The needed coordination between the education of exceptional children and elementary and secondary education on the one hand, and vocational rehabilitation, on the other hand, has already been mentioned. Likewise, school psychologists, school physicians, supervisors of health and physical education, supervisors of music, supervisors of libraries, attendance and guidance supervisors, supervisors of home economics and other

⁶ With the exception of the Virginia State School for Colored Deaf and Blind at Hampton, which in 1940 was transferred to the State Department of Public Instruction.

⁷ Op. cit. (page 10).

vocational fields—all have much to give to the program for exceptional children, and may in turn receive help from the supervisory staff for exceptional children.

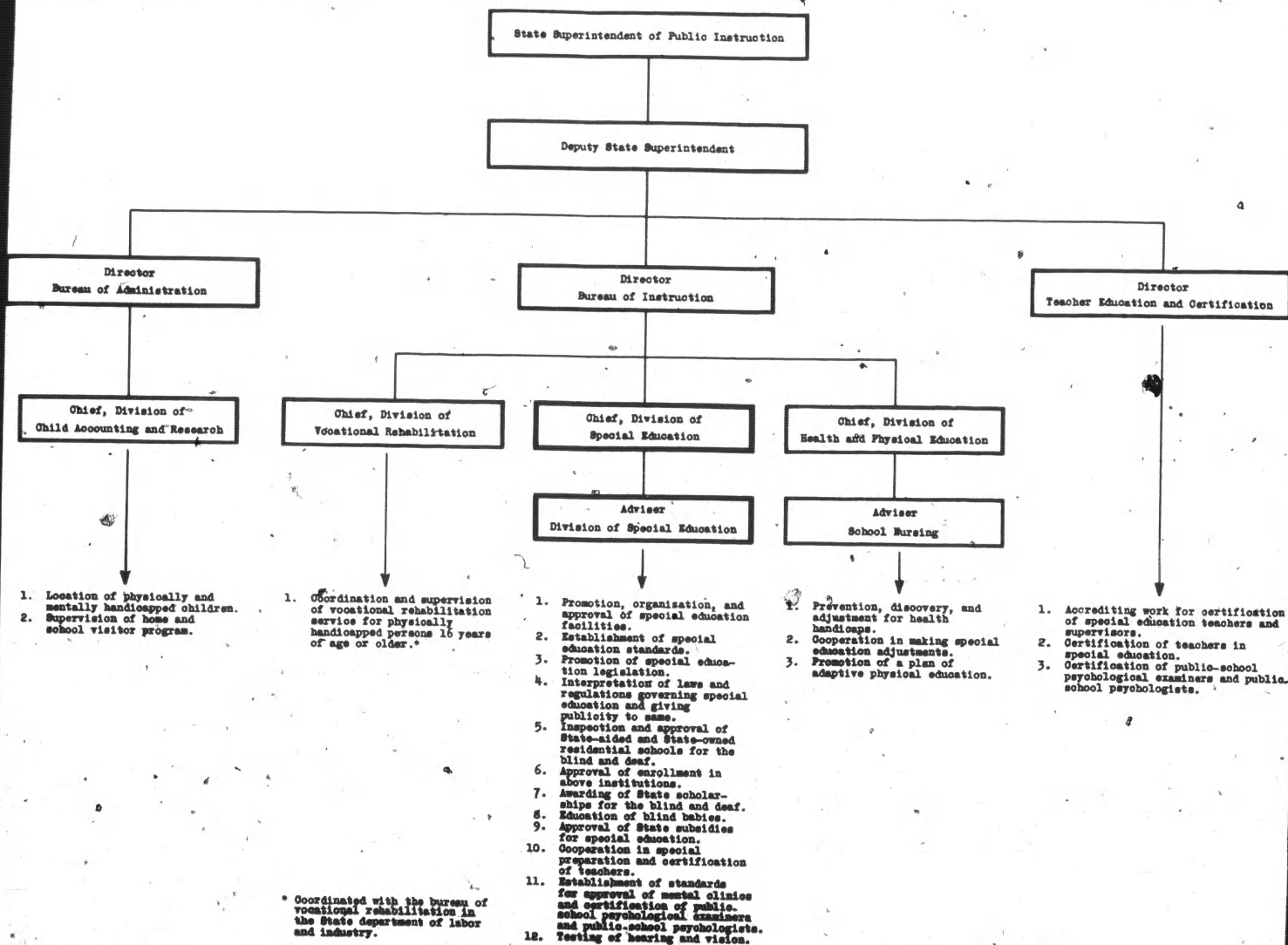
In some States definite plans of cooperation have been worked out whereby certain bureaus or staff members contribute to the total program in accordance with individual functions. California has made legal provision for the appointment of "coordinators" whose responsibility is to assist with the vocational guidance of physically handicapped adolescents in the day schools while at the same time serving as vocational rehabilitation agents for the State. In New York, the health and physical education division of the State Education Department assists with the specification of standards and the examination of pupils who appear eligible for placement in special classes. In this division, also, has been prepared a bulletin on "Physical Education Activities for Handicapped Children,"⁸ designed to serve teachers of certain types of physically handicapped children by giving specific suggestions for activities of a recreational type. In States having special certification requirements for teachers of special classes, the division or agency responsible for certification is of course an actively cooperating force.

In States, too, in which State residential schools for handicapped children are governed quite independently of the recognized State educational authorities, plans have been consummated for mutual assistance. In Maryland, for example, the State School for the Deaf, which is administered by its own board of visitors, has been making service available for the testing of the hearing of school children under the general guidance of the director of special education of the State Department of Education. In Indiana, a survey is being conducted of the Indiana Boys' School (for the socially maladjusted) under the joint sponsorship of the State Department of Public Instruction and the Board of Control of the institution.

Moreover, the values of coordination do not stop with the bounds of educational agencies or institutions. Other State departments, boards, or commissions are directly concerned with handicapped children, not from an educational standpoint, but for purposes of physical treatment, care, and social welfare. In Massachusetts, the State Department of Mental Health cooperates with the State Department of Education in conducting traveling school clinics, through which recommendations are made for the placement of mentally retarded children in special classes of the school system. A somewhat similar arrangement is in effect in New York between the State Department of Mental Hygiene and the State Education Department. In Pennsylvania, the State Department of Health, through its division of

⁸ Bulletin issued by the University of the State of New York, 1937. 55 p. (Physical education and recreation, Book V.)

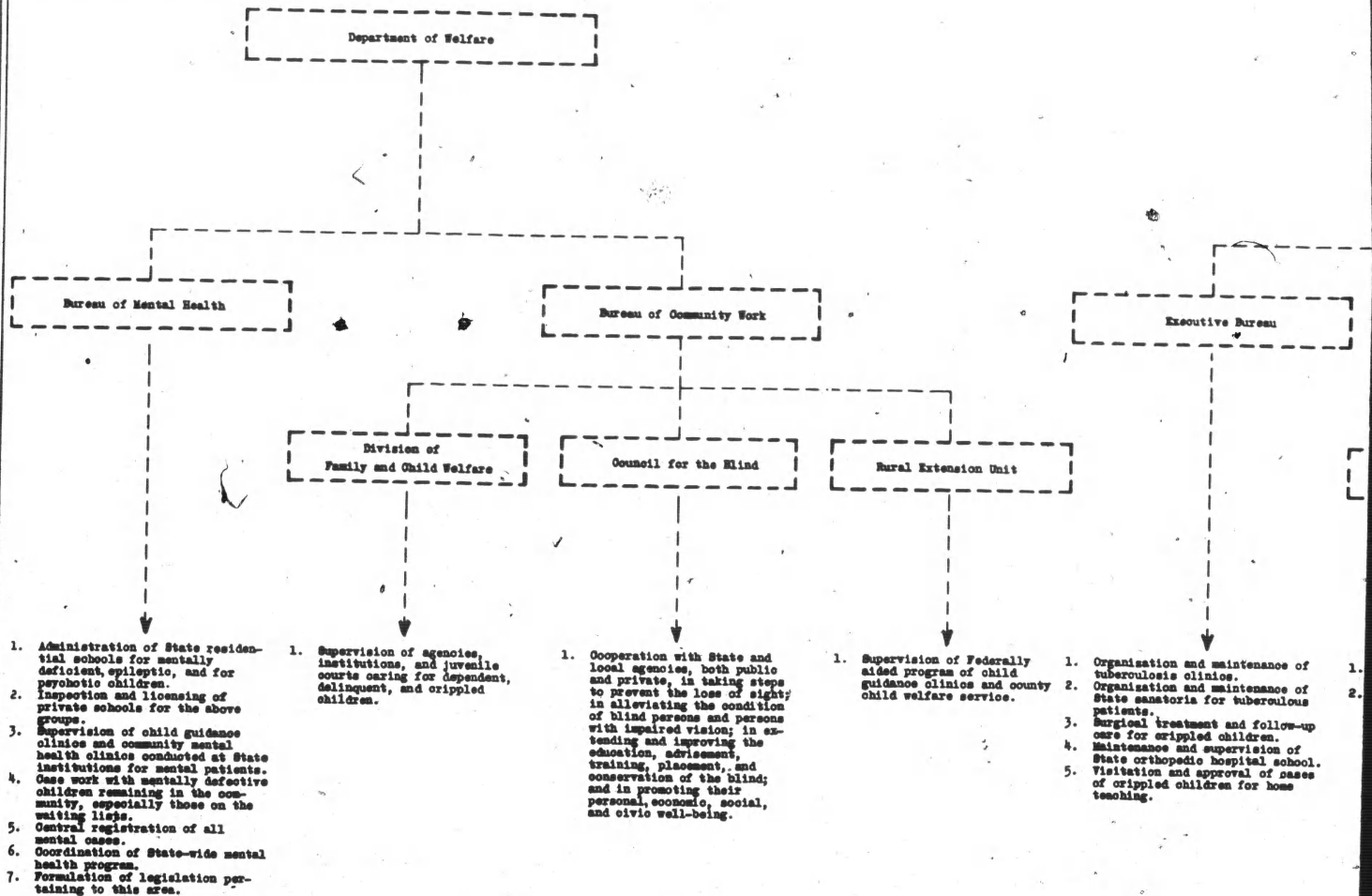
A-STATE DEPARTMENT OF PUBLIC INSTRUCTION

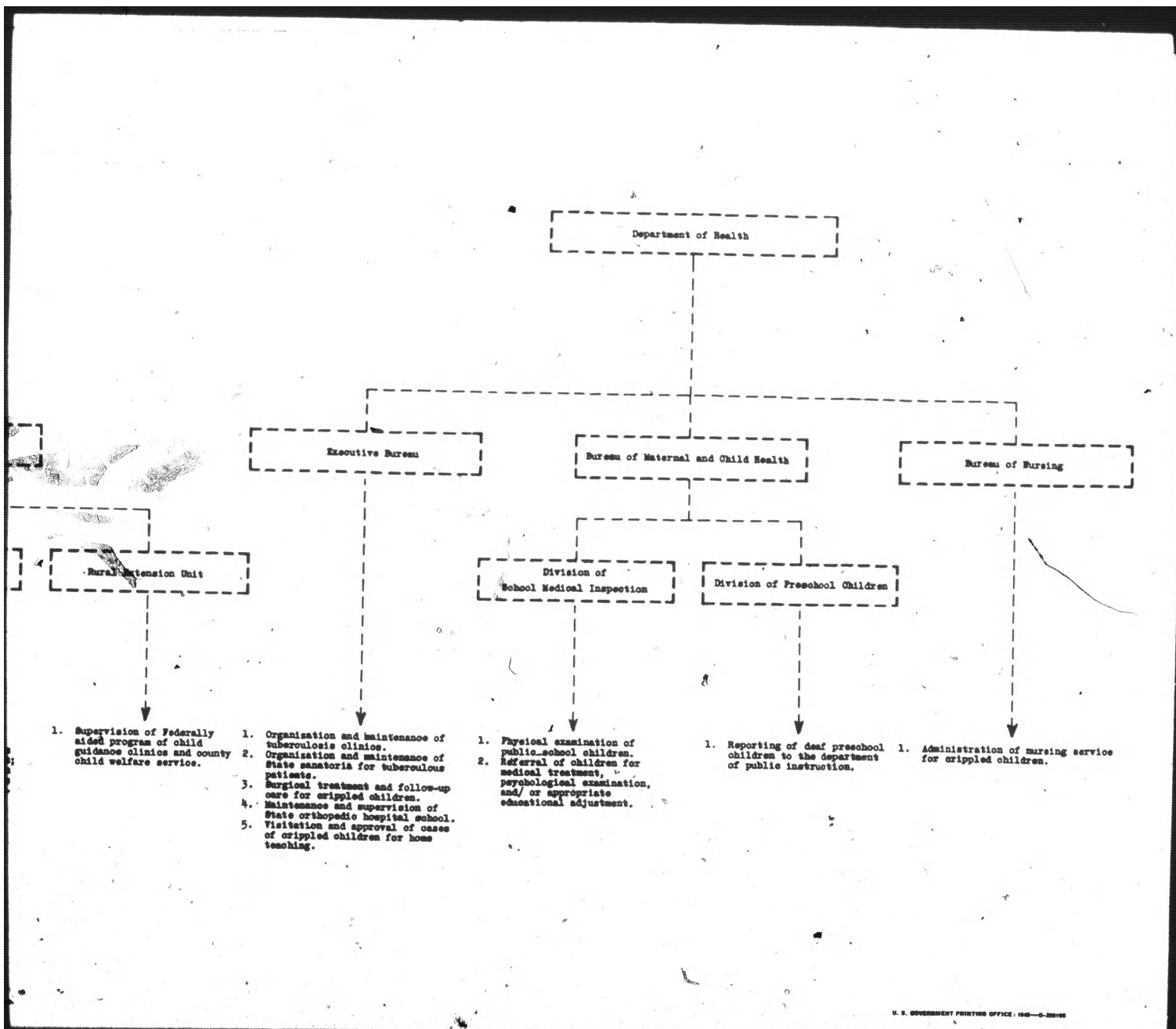


PENNSYLVANIA

Organization for the Education of Handicapped Children and Related Services

B-OTHER STATE DEPARTMENTS





preschool children, reports preschool deaf children to the Department of Public Instruction; and the same Department approves cases of crippled children referred for home teaching. Every State which carries on a program of physical care for crippled children under provisions of the Social Security Act must, of necessity, provide some form of cooperation and interchange of information between the agency administering this service and the educational department supervising instruction for the crippled children under treatment. In Michigan, for example, the State Crippled Children's Commission furnishes clinical service and medical care and also facilities for the instruction of crippled children during convalescence.

In New York, the State Department of Health, through its division of orthopedics, works in direct cooperation with the State Department of Education, through its bureau of physically handicapped children, in providing the necessary medical or therapeutic treatment for physically handicapped children. In Ohio the State Department of Welfare acts in a similar capacity in furnishing medical service to crippled children, and public welfare and health nurses cooperate closely with the division of special education of the State Department of Education in making plans for the children concerned.

To illustrate the wide ramifications that may characterize a total State program for handicapped children, an organization chart for Pennsylvania is presented showing both educational services and those performed by other related departments and agencies. To the work of the division of special education, which is responsible for the State's educational program for all types of exceptional children, every other agency named in the chart makes some contribution, either in a consultative capacity or through performance of a function noneducational in character yet equally important to insure the maximum welfare of the child. Only when the services thus made available from a number of agencies are coordinated so that they supplement one another without duplication or infringement of functions can their total effect upon the lives of handicapped children be an optimum one.

Summary

There are 16 States in which a bureau, division, or staff member is recognized in title and in function as the State supervising or directing agency or agent for the education of exceptional children. These States are California, Colorado, Connecticut, Delaware, Kentucky, Maryland, Massachusetts, Michigan, Minnesota, New Jersey, New York, Ohio, Pennsylvania, Virginia, Wisconsin, and Wyoming. In addition to these, other States (as Missouri and Rhode Island) are giving attention to a restricted phase of the program under the supervision of a person concerned with a larger area; or (as Washington and Illinois) they have assigned certain administrative responsibili-

ties relative to the State program for the education of handicapped children to selected staff members but without designation of such in their titles and without facilities for carrying on an actual supervisory program.

In 4⁹ of the 16 States named, only the part-time services of one staff member are available for the education of handicapped children. In the other 12 States the number of full-time persons serving in this capacity varies from 1 to 6.

There is diversity in the plan of organization followed, but recent trends are definitely toward the incorporation of the supervisory service for handicapped children into a division of instruction, embracing a number of related functions for elementary and secondary schools. Such incorporation has taken place to date (in 1939) in 7 of the 12 States in which full-time service is provided for the education of exceptional children.

Residential schools for the deaf and the blind maintain a relationship to the supervisory program in special education which varies in the different States. In some they serve as a constituent part of the total educational plan within the State education department. In others they are governed by agencies outside the education department but serve in a cooperative capacity according to their facilities.

Numerous agencies both within and without the education department contribute to the effectiveness of the special education program through the consultative and treatment services which they render of an educational, psychological, medical, and social nature. Prominent among these are various curriculum specialists, vocational rehabilitation divisions, school and State psychologists, and State health and welfare departments. Ideally, they all combine to make of special education a force which shall bring to the side of one small handicapped child in school the total resources of the State for his successful life adjustment.

⁹ Reduced to 3 States in 1940. See table 2, footnote 3.

Chapter 3

State Supervisory Functions and Activities

IT IS DIFFICULT to differentiate sharply between administrative and supervisory duties in a field like special education, in which so many things have to be done in arranging a suitable program of instruction before the guidance of actual instruction can begin. Usually both of these functions are assigned to the supervisory or directing staff for handicapped children. The first has its administrative aspects, the second is truly supervisory in nature. No account of a State supervisor's activities would be complete without considering both of them, for both are necessary factors in the improvement of instruction for handicapped children.

Nevertheless, a real supervisory program is always centered about a sympathetic relationship between supervisor and teacher and is directed toward the stimulation of ever better instructional practice in the classroom, at home, or in the hospital ward. It involves the preparation of teaching materials where teaching material is needed, the guidance of curriculum adjustment where adjustment is needed, and the integration of the program for the handicapped child with that of the whole school system in such a way that he is not set apart or isolated as different or queer, but becomes one of a group of pupils—normal and handicapped alike—all of whom have a share in the curricular activities and educational objectives of the school. Such a program needs the continued steady guidance of someone who knows how to make progressive legislation and effective organization lead to effective service; someone who knows the characteristics and instructional needs of handicapped children; and someone who knows, too, the characteristics and instructional needs of *all* children, especially on the elementary level.

In analyzing the activities of State directors and supervisors of special education as reported in the course of this study, one might divide them into three major groups, namely, (1) those which lay the foundations for effective instruction, which might be termed administrative and organizational in type; (2) those which are directly concerned with the instructional program; and (3) those which relate to the coordination of special education services with those of other agencies within or without the State department of education and to the promotion of their development. In addition to these, one might add the activities immediately concerned with physical treatment and care, but these are either limited to the administrative purpose of making

arrangements for such treatments (and so would be included in the first group named above), or, as in Wisconsin, they are part of another program (i. e., the Social Security program for crippled children), which in this particular State has been coupled with that of special education. Ohio is the only other State which has on its State supervisory staff for special schools and classes a physiotherapist who administers and supervises physical therapy for children in the schools. Numerous local school systems in various States have such specialists attached to their staffs, who work, as a rule, in accordance with State legislation and standards, but without State supervision from the education department.

Administrative and Directing Services

Enumeration.—Earlier in this bulletin attention was called to the importance of knowing the extent of the problem of handicapped children in the State before satisfactory supervisory services can be planned. To this end a State-wide census of the handicapped has been made a periodic requirement in some States; and in others, special enumerations have been made at specific times. It may then become the responsibility of the State supervisory staff to handle the administrative arrangements and the office records accruing from the census; and in any case its members will be interested in having the results at hand.

This has been true for recent special enumerations of the physically handicapped made in California, Colorado, and elsewhere. In New York, annual reports of the names of physically handicapped children residing in local districts are sent to the bureau of physically handicapped children of the State Education Department. The bureau for handicapped children in Wisconsin likewise assembles a continuous file of information concerning crippled children who have been located and are referred for attention. Such systematic enumerations and information files are more frequent for the physically handicapped than for the mentally handicapped, first, because the handicap is more easily recognized; and, second, because the total State program for the physically handicapped—especially the crippled—includes provisions for physical treatment under the Social Security Act. In order to make these provisions effective it becomes essential to locate every crippled child in the State.

Policies.—The directors and supervisors of special education are the logical persons to help to evolve and to publicize State policies with reference to the organization of local facilities for this phase of the State educational program. Legal provisions need to be explained or interpreted; standards need to be set up in terms of legal provisions or State regulations; and local school authorities need to be acquainted

with the proper procedures and requirements. Accordingly, one finds in States in which standards have been developed both printed and mimeographed circulars prepared by the State supervisory staff setting forth acceptable principles and practices. What many of these standards and regulations are for the respective States will be presented in the next chapter.

Organization of special instruction—With a knowledge of local needs as determined by a systematic enumeration and with certain basic principles in mind, the State director of special education is ready to assist local school authorities in setting up classes, units, or schools for the special instruction of handicapped children. This is a major supervisory responsibility in a number of States. Both school and hospital classes for physically handicapped children are organized under careful State supervision in Michigan, Ohio, and Wisconsin; and in Connecticut, Delaware, Maryland, Pennsylvania, Virginia, and Wisconsin the supervisor of special education gives active assistance in organizing classes for the mentally retarded. In Maryland the selection of children for home teaching is the duty of the State director; and in Connecticut, Massachusetts, New York, and Pennsylvania, children are recommended by the State staff for institutional placement. Transportation to and from hospitals for treatment in Wisconsin and for itinerant home teachers in Maryland is arranged through the State office.

While the actual assignment to special classes is under local administrative authority in every case, State standards where such have been developed determine to a large extent the personnel of the class. In the case of mentally handicapped children much of the testing to determine eligibility is done by the State special education staff in Connecticut, Delaware, Wisconsin, and Wyoming. Moreover, in Connecticut the field supervisor of special education has assisted qualified local persons to learn how to administer intelligence tests and has in operation a plan of certification of those who demonstrate their proficiency. In Ohio and Wisconsin, State supervisors for the deaf and hard-of-hearing administer suitable tests to candidates in this group; and in Delaware, a State-wide program of audiometric testing has recently been undertaken under the direction of the director of special education and mental hygiene. Thus in numerous ways, precautions are taken to insure that special instruction shall be well organized and that it shall serve the children for whom it is intended.

Checking for State aid.—Finally, one of the important administrative functions, always necessary when State aid for special instruction is granted, is the approval of instructional conditions for such a subsidy. This may be a routine bookkeeping affair on the basis of reports made by the local district, or it may involve intimate association with the local district, personal assistance in meeting State requirements, and

then an examination of reports. To the directing or supervisory staff in special education is likely to be assigned the responsibility for seeing to it that State money is spent as State laws and regulations have stipulated. Special class enrollments must be examined, expensive equipment must be approved, transportation claims authorized, reimbursable items checked, local accounts audited, and moneys allotted. Hence in Connecticut, Michigan, Minnesota, New York, Ohio, Wisconsin, and other States in which extensive State-aided programs are carried on, considerable time must be allocated for this phase of the work.

Supervisory Services

Visitation of classes and advisory service.—Among the foremost activities which may be termed strictly supervisory in nature is the visitation of special schools and classes, when supervisor and teacher have a face-to-face contact with a view to sympathetic interchange of experience and helpful counseling on the part of the supervisor. Mere inspection to see if the class meets State requirements is admittedly not enough; nor will the visit be conducive to the improvement of instruction if it is merely a friendly call without helping to meet the teacher's problems.

In Connecticut the senior field supervisor makes approximately 100 class visits each year, spending a half day in each one. She confers with the teacher before she leaves the building, and advises with regard to problem cases, instructional materials, and methods. She follows up each visit with a letter to the teacher calling attention to the matters already discussed in conference and perhaps making additional comments of approval, encouragement, or suggestion. Similarly, in Michigan the consultant for the education of exceptional children follows up his classroom visits with a letter to the superintendent of the school district, appraising needs and giving suggestions for continued growth. The director of special education and mental hygiene in Delaware made, during the year 1937-38, 115 visits to 82 schools, during the course of which he held conferences with teachers, principals, and superintendents. Comparable visitation schedules characterize the work of other State supervisors who deem vital to the success of the program the personal touch with teachers and with local school authorities.

The visitation program applicable to schools is also applicable to hospital classes in States in which hospital classes are authorized. In Connecticut the program is extended to the child-caring institutions of the State; and in New York, to the residential schools for the deaf and the blind. In New York, too, the State supervisors work intensively through the regular elementary supervisors in communities in which no local special supervision exists, in order to interest them in

the program of the special classes and in assisting the teachers as much as possible. In Virginia, where many of the special instructional facilities are provided in the regular classes rather than through the organization of special classes, the State supervisors work with both regular teachers and regular supervisors, advising in the adjustment of problem cases through the application of special methods or the use of special equipment.

Group conferences.—Next in importance to the personal visitation and advisory service in individual schools and classes are the values of group conferences. In New Jersey two or three half-day conferences are held each year in each of seven regions of the State for teachers of subnormal children. In Wisconsin two conferences are held each year for teachers of crippled children and physiotherapists. In Massachusetts, the annual conference program includes one State-wide conference and three regional conferences for purposes of demonstration. In Connecticut monthly regional meetings are held and State-wide meetings two or three times a year. In Michigan there are conferences with groups of teachers in the local districts visited by the State supervisor.

Closely allied with the conferences sponsored directly by the State education department are those which represent organized groups of teachers and others interested in exceptional children. California has a Northern and a Southern California Council for Exceptional Children, each of which has its scheduled meeting at least once annually. Pennsylvania has its Pennsylvania Council for Exceptional Children. New Jersey has its New Jersey State Association of Teachers of Subnormal Children. Other States have similar organizations, operating either independently or in cooperation with the State teachers' association, through which the State supervisory staff in special education can exercise constructive leadership and guidance.

Teacher training.—Besides giving the in-service training which is involved in the visitation and conference programs, there is a very definite part played by some State directors and supervisors in the training of prospective teachers of special classes. In California, the chief of the bureau of speech correction regularly gives courses in speech correction at one or more of the teacher-training institutions of the State. In Maryland, the State director of special education cooperates with the University of Maryland in giving a general course in special education during the summer session. In Massachusetts, courses are given by the State supervisor in connection with the State teachers colleges. In New York, practically all present teachers of the physically handicapped have studied with one or more of the State supervisory staff during their teacher-training courses. With such preservice training it is expected that the principles and practices

current in the State may be familiar ground to the young teacher of handicapped children when she embarks upon her teaching career.

Preparation of materials for teachers.—All too often the multitudinous calls for immediate service are likely to push into the background the possibilities of having time for careful writing or editing of material for the teacher's use. Yet this is one of the urgent needs experienced by teachers of handicapped children. Reference has already been made to a bulletin issued in New York on physical education activities for handicapped children.¹ From the New York State office, too, are available for teachers of special classes for subnormal children mimeographed bibliographies on woodwork and on metal work. In Pennsylvania, a comprehensive guidebook on *Meeting the Needs of the Mentally Retarded*² has been issued. The Michigan staff has published a directory of facilities for handicapped children in Michigan and has under way certain other monographs dealing with special problems of the respective areas covered. In Connecticut, materials have been prepared presenting activities for low-grade mental defectives, a list of easy reading materials, and a bulletin on simple wood carving. Curriculum projects are under way in Massachusetts and Wisconsin, designed to bring about a revision of the existing printed course of study for the mentally retarded. The Virginia supervisory staff has issued a mimeographed bulletin designed to help teachers of regular classes to make adjustments for handicapped children as well as to assist in the selection of special materials for either regular or special classes. Despite these examples of constructive efforts, one of the common difficulties encountered by supervisors is the lack of time for planning coordinated curriculum projects, instructional aids, and other tangible materials intended to guide teachers in the progress of their work.

Coordinating and Promotional Services

In chapter 2 were pointed out the contributions of other agencies both within and without the State education department to the cause of special education. Examples of coordinating activities were there indicated. Hence not much attention need be given to them here except to emphasize the fact that in order to coordinate programs one must take time to plan the coordination with the agency or the person concerned. Accordingly, State supervisors and directors of special education spend a considerable portion of their time in making the needed contacts and in developing desirable plans. Within the State education department there are problems to be considered with subject-matter supervisors and elementary and secondary supervisors. A plan of action must be made for cases which should be referred to the

¹ See page 24.

² Commonwealth of Pennsylvania, Department of Public Instruction, Bulletin No. 420.

vocational rehabilitation division for vocational counseling and placement. Contacts must be made with the clinics in which handicapped children are examined and with the State departments having charge of such examinations. In States providing the cost of maintenance for nonresident children in special classes, boarding homes must be found which are approved by the appropriate State agency. State commissions for the blind, where such exist, have a very definite interest and frequently a participation in the education of visually defective children in day schools.

Moreover, work with civic agencies is important as well as time-consuming. Some of the finest support received by the State supervisors for their programs for handicapped children is that which comes from service clubs, State societies for crippled children, and other citizens' groups. Parents and organized parents' associations should be informed of the State program and they can in turn be of great help to it. Many parents need personal advice which should come either from the local educational authority or from the State.

Finally, practically every supervisor or director of a relatively new field like special education finds it necessary to engage frequently in pure promotional service of one kind or another. He appears before administrative and legislative bodies to present the needs of the program; he appears before teachers' conventions to discuss the problems of school adjustments for the handicapped; he appears before lay organizations to solicit their understanding and cooperation. He works with teacher-training and certification authorities in the interests of improved standards of training for special class teachers; he works with local school administrators to stimulate an interest in the organization of local programs. In a thousand ways he must use opportunities for contacts that will bring increased appreciation of the needs of handicapped children on the part of educators and the public alike. One State supervisor reported that in the course of 3 years he had made 300 public addresses; others report "numerous" addresses and conferences in the interests of developing the program. Such promotional service, however necessary it is in many cases, is considered by the supervisors only incidental or preparatory to the real supervisory program. Whatever it may bring in support or interest or enthusiasm will soon wane if there is not a substantial supervisory service to which such support can continue to be given. To this end have been developed regulations and standards which govern the supervisory program and to which attention will be given in the next chapter.

Summary

State supervisory programs in special education for handicapped children include both functions which are essentially administrative or organizational in nature and those which involve direct contacts with teachers and teacher groups for the purpose of stimulating improved teaching practices. The former, while necessary, constitute only the framework for the real program of instructional supervision.

The necessary administrative or organizational functions include such services as arrangement for or assistance in carrying on State-wide enumerations of handicapped children; assistance in the development of State policies and standards; cooperation with local school authorities in the organization of special schools, classes, or other special educational facilities; and the checking of local conditions and local accounts in terms of the State aid available for approved classes.

Important activities of a truly supervisory nature include the visitation of special classes throughout the State; advisory services on individual problems; personal conferences with teachers, principals, and superintendents; leadership in regional or State-wide conferences; offering teacher-training courses at State teacher-training institutions; preparation of instructional materials for teachers; and curriculum evaluation and revision.

Further activities of the supervisory staff relate to the coordination of all State services rendered in the interests of handicapped children and to the continuous promotion of their cause both with official and with lay groups, looking toward the enactment of more progressive legislation, the increasing participation of the State in sharing the costs of special education, the improvement of policies and standards under which it operates, and the assurance of both moral and financial support from the citizens of the State.

Chapter 4

State Regulations and Standards

UNDERLYING the effective operation of a State supervisory program in any field are the standards and objectives to which local school authorities in administrative charge of the program are encouraged to give attention. Sometimes these standards exist only informally, in the minds of the persons immediately concerned with the program. Sometimes their determination is left by the State in the hands of the local district carrying on the program. But sometimes, too, they exist in written form and are used as a basis for evaluating local programs, approving appointment of teachers, and for granting State financial aid. Some are even written into the law. It is with the more formal type of regulations and standards, insofar as they exist in the States having supervisory programs for the education of exceptional children, that we shall be concerned in this chapter. Because of the different procedures necessitated in terms of the need of the child, a general classification is made as between mentally and physically handicapped pupils in the consideration of standards pertaining to them.

The Mentally Handicapped

Regulations regarding special instruction for the mentally handicapped refer to a variety of matters, including mental examinations, eligibility for enrollment in special classes, method of assignment to special classes, size of class, qualifications of teachers, classroom organization and equipment, and course of study. Each topic is treated in the following pages for the States from which information was available concerning it.

Mental examinations are uniformly required by States which have developed a real supervisory program in this field before assignment is made to a special class for the mentally deficient. Such examinations are given in some cases by the State supervisor, in others by qualified local persons, especially in city school systems, and in still others by a cooperating State agency. In Connecticut, Wisconsin, and Wyoming, the State supervisors have done much of the required individual testing, assisted by local examiners. In Delaware, tests are given either through the State supervisory division or by the mental hygiene clinic of Delaware State Hospital. In Maryland, testing service is made available to the county schools (outside of Baltimore) through mental hygiene clinics conducted by the State Mental Hygiene Society in cooperation with the State Department of

Health. In Massachusetts, the cooperating agency is the division of mental deficiency of the State Department of Mental Health, with provision for the use of other examiners approved by that department, and a requirement that reexamination be made at least every 2 years after assignment of a child to a special class. In Minnesota, there is a bureau of mental examinations in the division of social welfare of the State Department of Social Security which assumes responsibility for this service. In Pennsylvania the work is done by mental clinics operating under the bureau of mental health of the State Department of Welfare, with the approval of the State Department of Public Instruction, or by certificated public-school psychologists or psychological examiners.

Eligibility for enrollment in a special class for the mentally handicapped has been generally indicated in terms of approximate I. Q. range or degree of mental retardation, but it is also generally understood that all pertinent factors are to be considered in recommending a child for such placement. The inability to set arbitrary I. Q. limits is clear from the frequent use of the word "about" or "approximately" in designated standards. Usually a minimum mental age of 4 or 5 years is specified, with I. Q. range extending from 45 or 50 to 75 or 80, but permission is given in a few States to admit children of lower intelligence quotient under proper local conditions. The specifications indicated in individual States are as follows:

Connecticut: Mental age not below 5 years; I. Q. between 45 and 75; chronological age over 4 and under 16 years.¹

Delaware: For special classes for individual instruction, I. Q. of about 35 to 65 or 70; for opportunity classes (for borderline and backward cases) I. Q. of about 65 to about 85; for prevocational classes (for older retarded children) I. Q. of about 55 to 85.

Maryland: Mental age of at least 5 years, with approximate I. Q. of not less than 50 or more than 80; chronological age for elementary classes, 8 to 13 years, and for prevocational classes, 14 years and over.

Massachusetts: Mental retardation of 3 years or more, with provision for placement of other children (upon approval of the State Department of Education) whose mental age is such that they can profit by instruction in special classes.¹ Except in unusual cases, children with a mental age below 5 years shall not be admitted.

Minnesota: General I. Q. range from 50 to 80, and mental age of not less than 4 years, with provision that children with I. Q. below 50 may be admitted only when acceptable provision is made for their instruction in homogeneous groups.

New York: For classes in elementary schools, mental age between 5 and 10 years, with I. Q. between 50 and 75; for classes in junior high school, mental age between 8 and 12 years, with I. Q. between 50 and 75.

¹ Specified by law.

Pennsylvania: On elementary level, I. Q. of about 50 to 75 or 80, and, on secondary level, of about 70 to 85, with provision that only the mentally defective who are educable in groups of the size constituting these classes shall be admitted.

Washington: I. Q. below 85.

Wyoming: Approximate mental age of 4 to 10 years, with I. Q. range of approximately 50 to 75.

The method of assignment to special classes, as outlined in statements of procedure originating in the State office, is either a matter of local responsibility in conformity with State requirements, or, especially in small towns and rural areas, a matter of recommendation by a State official. Maryland, New York, Pennsylvania, and Washington may be cited as examples of the former procedure, while Connecticut, Delaware, Massachusetts, Wisconsin, and Wyoming illustrate the latter practice. In a bulletin issued by the director of special education and mental hygiene in the State of Delaware, the following statement appears:

Superintendents, principals, and rural supervisors should take the initiative in securing the psychological examinations. Written requests for this service should be addressed to the Director of Special Education and Mental Hygiene, giving the children's full names, ages, and grade placements.

Upon the receipt of the request for examination, the educational records and the blanks on home conditions and personal and family history will be mailed to the initiating official. When these blanks have been properly filled out for the referred children, they should be returned to the Division of Special Education and Mental Hygiene.

It is suggested that requests for examinations be filed as promptly as possible, so that the examinations in the same sections of the State can be made on the same trips. Because of limitations of funds distant trips cannot be made for the examination of only one or two children. Doubtless, the visiting teachers can sometimes transport isolated cases to the nearest school in which examinations are in progress. Schools having special and opportunity classes should refer the cases for examination at the beginning of each semester. It is better to maintain waiting lists than to have no child in line when a vacancy occurs. Upon receipt of the educational, social, and psychological reports, the director will render individual reports of findings and recommendations.

In Massachusetts the recommendation for placement is made by the traveling school clinics working through a cooperative arrangement between the State Department of Education and the State Department of Mental Health. Detailed directions are given the local school authorities for procedure in preparing for the coming of the clinic, selecting children for attention, filling in proper forms, and furnishing nursing, visiting teacher, and sometimes psychological assistance. As a rule city school systems in Massachusetts, as in many other States, have their own psychological and medical staffs for examining children needing attention.

The size of class is specified with particular attention to minimum and maximum numbers. If this is not a legislative provision, State

standards are likely to include a statement regarding it. In general, the acceptable range appears to extend from 10 pupils as a minimum to 20 or 25 as a maximum. In specific States it is found as follows:

Connecticut: Mandatory provision for organization of class or other form of special education if there are 10 or more educationally exceptional children in the school district; maximum size of class to receive State aid, 20.¹

Delaware: For special classes for individual instruction, 16 or 17 in single class units, and 18 or 20 in multiple class centers; for opportunity classes (for borderline cases) 22 in single class unit and 25 in multiple class centers; for prevocational classes, 25.

Maryland: Minimum, 15 pupils; maximum, 25 if of homogeneous age, and 20 if of wide age range.

Massachusetts: Mandatory provision for organization of special class if there are 10 or more children in the district who qualify for enrollment; maximum, 18 pupils.

Minnesota: Minimum, 5 pupils; maximum, 15, if in a 1-teacher department, and 18, if work is organized on a departmental basis, with 3 or more teachers teaching fairly homogeneous groups.

New Jersey: Mandatory provision for organization of class if there are 10 or more children 3 years or more below normal; maximum, 15 pupils.¹

New York: Mandatory provision for organization of a special class if there are 10 or more qualifying children in the district; maximum, 18 pupils if there is a range of more than 4 years in chronological age; 22 if there is a range of 4 years or less in chronological age, and, if departmentalized and classified into relatively homogeneous groups, 25 in academic classes and 20 in shop classes.

Pennsylvania: Maximum, 18 pupils at the elementary level and 25 at the secondary level.

Washington: Minimum, 8 pupils; maximum, 16 pupils.

Wyoming: 15 to 18 pupils.

Recommended qualifications of teachers are specified in some States, while in others no consideration is given to the preparation of teachers of special classes beyond that which is given to other teachers. Legally, the specification may be made as in Wisconsin, that the qualifications of teachers of special classes shall comply with such requirements as may be outlined by the State superintendent of public instruction, or, as in Michigan, that all persons appointed to teach handicapped children shall have special training for such teaching. The superintendent or the State board of education is then free to specify the needed requirements and to revise them as conditions demand. Personality, interest, and adaptability to work with retarded children are recognized as important factors in the certification of teachers for work of this kind. With regard to professional preparation the basic requirements in most of the States in which the supervisory program has been well established vary from 12 to 30 semester hours of credit in special education, with special reference to the study of the mentally

¹ Specified by law.

handicapped. The requirements are as follows in the respective States named:

Connecticut: One year of special training at the New Haven State Teachers College, taken as a part of the teacher-training course leading to certification as a special-class teacher.

Delaware: At least 18 semester hours of approved courses, including general study of the education of handicapped children, clinical and abnormal psychology, mental and educational hygiene, speech improvement and correction, diversified industrial arts and manual training, and observation and practice teaching; also at least 2 years of successful teaching experience. The specialized courses may be taken during or subsequent to the regular college work leading to a bachelor's degree, which is a uniform minimum requirement for all teachers.

Maryland: Qualifications equivalent to those required for appointment as elementary teachers, with at least 2 years of approved successful teaching experience, and with preference for teachers with special education training.

Massachusetts: Graduation from a State teachers college or other 4-year approved course, with at least 1 year (30 credits) of training in the special class field; or 3 years of successful classroom experience as a regularly appointed teacher, and 12 credits in specified courses relating to the work, same to be earned either previously or within 3 years after election as a special class teacher.

Michigan: A Michigan life or provisional permanent certificate, with 30 semester hours of credit in special education, 6 of which shall be in the field of the education of the mentally handicapped, and with 1 year of successful teaching experience in special classes on a probationary basis.

Minnesota: Two years of experience in teaching¹; and 20 quarter hours of well-balanced special training in courses selected from the fields of education and psychology of exceptional children, diagnosis and remedial teaching, child guidance, clinical psychology, and related subjects, with practice teaching.

New Jersey: A normal school diploma in a 3-year curriculum for teaching subnormal classes; or a permanent elementary certificate and 8 semester hours in the study of education of subnormal children, chosen from courses in psychology of the subnormal child, clinical tests and measurements, handwork, and social case studies; and before the expiration of the limited certificate, 8 additional semester hours in the listed subjects; also, directed teaching or experience in teaching in the general elementary or secondary field.

New York: A teacher's certificate based on 3¹ years of approved training in common branch subjects, with 12 semester hours in approved professional courses for teachers of mentally handicapped children, involving the study of mental and social adjustments, technique of handwork, and a practicum in teaching mentally handicapped children.

✓ **Pennsylvania:** For teachers with standard elementary certificate, 24 semester hours in special education, including courses in the education and psychology of mentally retarded children, diagnostic and remedial teaching, mental and educational hygiene, arts and crafts, and related subjects,

¹ Except for graduates of the College of Education at the University of Minnesota who have completed the curriculum for teachers of subnormal children.

² After July 1, 1941, 4 years of approved preparation.

with student teaching; for teachers with college certificate valid for the secondary field, 36 semester hours, including the 24 hours specified above, and 12 hours in elementary education; teaching experience noted as desirable.

Washington: Two years of superior service as a regular classroom teacher, with basic elementary certification, including 30 quarter hours of designated courses in special education taken either during or subsequent to regular training course.

Salary differentials for qualified teachers of exceptional children are recommended by some State authorities but are rarely required. When a State subsidy is granted, it may of course be applied to teachers' salaries, including a differential, but the determination of this item is in most instances a local problem. In a statement of standards issued by the Wyoming State director of special education, reference is made to the fact that the State funds distributed to local districts "may be used . . . to aid in payment of or bonus for teachers' salaries." Similarly, in Pennsylvania encouragement is given local districts by the State Department to use a part of the State subsidy for salary differentials, and such use is made of it in many instances. Massachusetts State officials indicate in a printed bulletin that "teachers with training for special class work should receive at least \$100 or \$200 in addition to the regular salary schedule." No mandatory provision is made for such differentials by the State, but as a matter of fact, salary differentials do prevail in many of the city school systems of the State in accordance with the State recommendation. In Delaware it is hoped to put a practice of salary differentials into effect, and a few teachers now receive a differential there. The State's contribution toward financial recognition of the special training and special service required of teachers of exceptional children has no doubt been a substantial one in many local communities. If it encourages high qualifications for special teachers and participates in meeting the additional expenses encountered in maintaining an effective special education program, it may expect local school districts to assume responsibility for setting the salary scale in accordance with the demands.

Class organization, housing, desirable equipment and supplies, and curriculum are all matters on which the State department may merely suggest procedures or on which definite standards may be stipulated in the establishment of special classes. Perhaps the most comprehensive material of this type is furnished in Pennsylvania, where the State law specifies that State reimbursement shall be subject to the approval of special classes by the State Council of Education as to "location, constitution and size of class, conditions of admission and discharge of pupils, equipment, courses of study, methods of instruction, and qualifications of teachers."⁴ Accordingly, the State Depart-

⁴ Public Acts of Pennsylvania, 1937, Act 478, sec. 1413.

ment has issued a bulletin giving detailed recommendations on some of the items already discussed and, in addition, concerning the physical characteristics of the classroom; minimal equipment and supplementary desirable equipment and supplies, with needed tools and materials for handicrafts; essential features of the course of study; instructional methods; arrangement and organization of the classroom; daily program; and units of experience to be incorporated in the curriculum, with illustrative problems and activities. Less extensive treatment of similar topics is furnished through the State supervisory service in Delaware, Massachusetts, New York, Virginia, and other States. This is an exceedingly important contribution to the progress of special education for the mentally handicapped in local districts, since local school administrative authorities are frequently unfamiliar with the demands of the program and need the guidance which a State supervisor can give in placing the work on a basis which will make it yield satisfactory results.

The Physically Handicapped

Since the instruction of the blind, of the deaf and hard-of-hearing, and of speech-defectives require special techniques applicable only to their respective conditions, and since both these and other groups of physically handicapped children demand special appliances or equipment, it is to be expected that regulations and standards governing the organization and maintenance of special classes for them would express such needs in some detail. In certain States the supervisory program for the education of the physically handicapped has progressed further than similar service for the mentally handicapped; in other States, work for the mentally handicapped has been predominant. Accordingly, some of the States for which standards are reported in this section do not appear at all in the previous section dealing with the mentally handicapped; and, on the other hand, some of the States appearing there will not be mentioned in this section.

In general, the topics considered in existing regulations for the physically handicapped are similar to those relating to the mentally handicapped, but, in addition, they concern matters of necessary equipment, transportation, reimbursable items (where State reimbursement is granted), and other problems having special significance for the education of physically handicapped children. These are all exceedingly important factors in a program directed to the improvement of instruction for handicapped children.

Examinations of physically handicapped children to determine eligibility for enrollment in special education are usually made in cooperation with another State agency. In Maryland the State Department of Health is named by law as responsible for the exam-

ination and proper classification of the physically handicapped children reported by the public schools, for the recommendation of clinical, therapeutic, or hospital treatment; and for the designation of those who are physically unable to be properly educated in the regular public schools with normal children. In Massachusetts the State Department of Public Welfare has entered into a cooperative agreement with the State Department of Education for the same purpose; in New York the arrangement is with the State Department of Health.

In Michigan and Minnesota, while the responsibility for selecting and classifying pupils for special classes is placed upon local school authorities, provision is made by the State for special-class children to be examined annually by appropriate medical specialists whose recommendations become a part of the children's health records. In Michigan the local board of education provides a psychological examination before a child is admitted to a special class. Similarly in Ohio, need and eligibility are determined by physical and psychological examinations. These are provided by the State and administered by experts under the general supervision of or in cooperation with medical and psychological specialists employed by the schools. Actual assignment of children to special classes is in the hands of local school authorities. In Wisconsin, since the program for the medical and social care of crippled children, administered under the Social Security Act, has been made the responsibility of the bureau for handicapped children in the State Department of Public Instruction, the closest type of coordination can obtain in the physical and educational aspects of the work for that group. For other types of physically handicapped included in the Wisconsin program, namely, the visually defective, the deaf and hard-of-hearing, and the speech-defective, the necessary examinations are provided as in Michigan and Ohio.

Eligibility for placement in a special class is naturally based upon the physical need of the child, as determined by the examining specialist. The following regulations prevail in the States named:

California: A physically handicapped child is defined by law as "any minor who, by reason of a physical impairment, cannot receive the full benefit of ordinary educational facilities."¹ Children for whom State reimbursement is claimed must be between 6 and 21 years of age, except that deaf children and spastic cases may be admitted to special classes at the age of 3.²

¹ Specified by law.

² California School Code, sec. 3.606.

Maryland: "Children between the ages of 6 and 18 years, inclusive, are eligible for special education provided they are physically handicapped, are mentally qualified to benefit from instruction, and have particular educational needs that are not now being met by ordinary school facilities."⁶ A statement of the physician must be submitted before special instruction will be authorized by the State, and every encouragement is given to meeting the crippled child's requirements in the regular classes if it is at all possible to do so.

Michigan: Provisions of special education are applicable to children between 3 and 20 years who are visually defective, deaf, or hard-of-hearing, and to children between 4 and 20 who are crippled or have epilepsy, and who, because of any one of these handicaps, cannot profitably or safely be educated by the usual methods of instruction in the public schools.¹ Cardiopathic children are classified as crippled by legal definition of a crippled child. While psychological examinations are given before admission to a special class, no arbitrary limits are set and the recommendations issued by the State Department include a caution against refusing a child special consideration merely upon the basis of a low I. Q. "Some children with low I. Q.'s are more educable than those with greater ability because of other factors. In questionable cases, a three-months' trial period with a definite understanding with the parents is advised. . . . The local school has the responsibility for selecting and classifying the children. Determination as to whether a child can be profitably or safely educated in other grades shall be based on the findings of adequate examinations and complete case histories."⁶

Minnesota: Deaf, blind, speech-defective, and crippled children are eligible for special education, provided they are "of sound mind" and of school age. Deaf children may be admitted at the age of 4.¹ Standard auricular tests for the deaf and appropriate tests for the visually defective are specified as prerequisites to placement in special classes.

New York: The State Law defines a physically handicapped child as a person under 21 years of age, who by reason of a physical defect or infirmity, whether congenital or acquired by accident, injury, or disease, is or may be expected to be totally or partially incapacitated for education or for remunerative occupation. On the basis of this definition, the State Department has named, among the groups to be served, orthopedic cases, children with severe postural defects, cardiac cases, children with visual or hearing defects, epileptics, and speech-defectives. "Eligibility to orthopedic classes should depend upon the need for instruction adapted to the mental attainments and physical conditions of such children,"⁷ and is based upon the philosophy that academic and corrective physical education should go hand in hand. Eligibility to sight-saving classes is outlined in terms of specific eye conditions; while placement in lip reading or hard-of-hearing classes is based upon an audiometer test and the diagnosis of an otologist. Blind and deaf children are, except in the largest cities, educated in residential schools rather than in day school classes.

Ohio: Classes may be provided with State aid for the instruction of deaf (or hard-of-hearing) persons and blind (or partially seeing) persons over the age of 3, and for crippled persons over the age of 5.¹ In de-

¹ Specified by law.

⁶ From mimeographed circular issued by State Department of Public Instruction.

⁷ From printed report blank issued by State Education Department..

fining eligibility for special education which is to be reimbursed by the State, the law specifies that the child concerned must be "of sound mind"; hence it is stipulated by the State Department that "children shall be admitted to a special class on the basis of a mental test approved by the State Department of Education." In general, a minimum intelligence quotient of 70 is required. Eligibility to sight-saving classes is in terms of specific eye condition; assignment to classes for the deaf or hard-of-hearing is on the basis of hearing tests; cardiac complications are included among the crippling conditions considered basic for enrolling a child in a special class for crippled children.

Pennsylvania: Special classes for the physically handicapped, as approved by the State Council of Education, include (1) orthopedic classes—for children so handicapped physically that they require transportation or may not safely be permitted to remain in the regular grades; (2) nutrition classes—for convalescent tuberculous, anæmic, undernourished, and malnourished children; (3) sight-conservation classes—for children with eyesight so defective that they are unable to progress satisfactorily under usual classroom conditions and methods of instruction; (4) classes for the blind; (5) classes for the deaf and exceedingly hard-of-hearing; (6) speech-correction groups.¹

Wisconsin: Only children mentally able to carry the regular academic course shall be admitted to an orthopedic school.¹ Moreover, the orthopedic schools are reserved for cases which upon an orthopedist's recommendation need physical therapy or who require some other form of treatment, care, or facilities not available in regular schools. Children having a cardiac or other involvement, for whom a physician has prescribed the type of care given in an orthopedic school, are also eligible for enrollment. All children remain in the orthopedic school only as long as treatment is advised, or as long as they need the special accommodations offered by the school. As in other States, assignment to a sight-saving class is made on the basis of specified eye conditions, and to a day school for the deaf or hard-of-hearing on the basis of scientifically administered hearing tests.

The size of class is conditioned by the type and degree of handicap which characterizes the children under instruction, and also by the range of ages or grades represented in a class. The standards prevailing are as follows:

Massachusetts: Minimum for classes of deaf pupils to be established in 6 towns, 10 pupils;¹ mandatory provision for home instruction if there are 5 or more physically handicapped children needing the same.¹

Michigan: Minimum for all groups, 5 pupils.¹ Range recommended for each group: Orthopedic and cardiopathic, 12 to 30; deaf, 8 to 12; hard-of-hearing, 10 to 25; blind, 8 to 12; partially seeing, 10 to 25; epileptic, 15 to 25. It is further recommended that physiotherapists should be able to serve from 20 to 50 orthopedic children, depending upon their disabilities and the treatments required.

Minnesota: Minimum for blind, deaf, and crippled, 5 pupils;¹ maximum for deaf, 10 pupils.

¹ Specified by law.

² From Biennial Report of the Superintendent of Public Instruction, May 1938. p. 22.

New Jersey: Mandatory provision for the organization of a class for a minimum of 5 blind or near blind children, 10 deaf children, and 8 crippled children; maximum, 10 for blind and deaf; for crippled, maximum subject to approval of commissioner of education.¹

New York: Mandatory provision for organization of a class for a minimum of 10 children in any group served.¹

Ohio: Mandatory provision for organization of a class for a minimum of 8 crippled children;¹ maximum, 18 in a multigraded class, and 30 in a room of one grade. For sight-saving classes, maximum, 20 pupils if teacher has some assistance as approved by State supervisor; otherwise 16 if there are from 1 to 4 grades enrolled, and 12 if there are more than 4 grades enrolled. For deaf children, 8 pupils in preschool or primary grades, and in older groups a maximum of 12; for hard-of-hearing children, minimum of 16 and maximum of 20 pupils.

Pennsylvania: Maxima designated by State Council of Education: Orthopedic classes, 25; nutrition classes, 25; sight-conservation classes, 12; classes for the blind, 10; classes for the deaf, 10.

Qualifications of teachers of the physically handicapped are being given increasing consideration. The need of special training is obvious for the instruction of the visually defective, deaf, hard-of-hearing, and speech-defective, since appropriate techniques must be mastered. Other physically handicapped groups are more in need of special appliances and an adjusted daily schedule, but it is equally desirable for the teacher to have an understanding of the basic requirements of their physical condition, and this can be secured only through special study, varying, of course, with the field in which instruction is to be given. Some States have written the needed qualifications into their certification regulations and it becomes one of the functions of the supervisor of special education to see that qualified teachers are selected for their respective fields of work. Personal characteristics are considered in granting all such credentials. Professional preparation as required in the respective States is indicated below:

California: Special credentials are issued (1) in the correction of speech defects; (2) for teaching the deaf; and (3) for teaching lip reading to the hard-of-hearing. For each of these, whether to be used in day school or in residential school, a valid California teacher's certificate of elementary or secondary grade is a prerequisite, together with 2 years of successful teaching experience or a specified amount of directed teaching in an approved teacher-training institution. In addition, the *speech correction* credential requires the completion of 12 semester hours of special work, including courses in the technique of normal speech, mental hygiene, speech defects, speech correction, and clinical work in speech correction. For teaching the *deaf* the requirement is the completion of 38 semester hours of special and technical training, including courses in language development, lip reading, use of mechanical aids, elementary school subjects, and other appropriate courses, with directed teaching. For teaching *lip reading* to the hard-of-hearing, there must be satisfactory

¹ Specified by law.

completion of 12 semester hours of special training, including course in the technique of normal speech, mental hygiene, correction of speech defects, theory and methods of teaching lip reading, with observation and directed teaching. Moreover, the candidate must be able to read lips as certified by an approved instructor.

Massachusetts: The Departments of Education and Public Welfare have established the regulation that all teachers of physically handicapped children in their homes¹ must be graduates of a normal school, teachers college, or college, and must have had at least 3 years of teaching experience. It is recommended that such a teacher be a person of some maturity whose teaching experience has been in several different grades.

Michigan: Requirements for teachers of physically handicapped children correspond to those already mentioned for the mentally retarded namely, (1) a Michigan life or provisional-permanent certificate; (2) 30 semester hours of credit in special education subjects, a specified amount of which must be in the field in which the candidate wishes to teach; (3) 1 year of successful teaching experience on a probationary basis in special classes. Moreover, it is stated that medical experts (such as orthopedic surgeons, otologists, pediatricians, and ophthalmologists) recommending children to special class membership should possess American Medical Board certification in their respective fields; and that physiotherapists should qualify according to the standards of the American Association of Physical Therapy.

Minnesota: Teachers of blind, crippled, and deaf children shall be appointed as are others; shall have the usual qualifications; and in addition special training required by the State Commissioner or Board of Education. Accordingly, provision has been made that an elementary or secondary school special certificate may be issued to qualified elementary or secondary teachers, who have had 2 years of teaching experience plus additional specified training. For teaching the blind, deaf, crippled, and speech-defective, 20 quarter hours of special training are required.

New Jersey: Special certificates are issued for teaching the deaf, the blind, and the partially seeing. For each of them, the requirement is an elementary or high-school teacher's certificate, supplemented by 6 semester hours in the principles and techniques of teaching the particular group for which the certificate is desired.

New York: Like teachers of mentally retarded children, those desiring a certificate to teach physically handicapped children must have 3¹ years of appropriate preparation for teaching common branch subjects, with 12 semester hours of courses approved for teachers of the type of physically handicapped child to be taught.

Ohio: Teachers of physically handicapped children of the types subsidized by the State (crippled, including cardiacs, deaf and hard-of-hearing, and the visually defective) shall possess the usual qualifications and in addition such special training and equipment as the State director of education or the Board of Education may require.¹

Pennsylvania: Certificate of standard grade may be extended to include the teaching of classes for the physically handicapped upon the completion of 20 semester hours in specified courses relating to the field in which instruction is to be given; teaching experience may be counted up to 6 semester hours at the rate of 3 semester hours per year.

¹ Specified by law.

² After July 1, 1941, 4 years of approved preparation.

³ The Massachusetts State program for the education of physically handicapped children emphasizes home instruction for crippled children rather than special schools and classes.

Washington: A special education credential is issued on the basis of 2 years of successful experience as a classroom teacher, with 30 quarter hours of fundamental courses and specialized work in particular areas.

Wisconsin: Qualifications of teachers of the physically handicapped shall comply with the qualifications required by the State superintendent.¹ Home teachers must meet the same requirements as others.¹ For work in speech correction, 30 semester hours in speech and allied subjects constitute the minimum, of which 18 hours must be in courses dealing with speech pathology, methods of speech correction, psychology of speech, and mental hygiene. The additional 12 semester hours are to include optional courses selected from a wide range of specified subjects. Teachers of the deaf must be graduates of colleges having approved courses for such teachers or they must have 30 hours of courses approved for those who teach the deaf. Physiotherapists must be graduates of a college or university offering approved courses in physiotherapy.

Salary differentials are as uncommon in State regulations for teaching physically handicapped children as for the instruction of the mentally retarded. Most States making reimbursement for the excess cost of the education of the physically handicapped leave to the local district the responsibility of determining salary schedules of teachers. Ohio is unique in making a definite specification in this matter. By State regulation, teachers of special classes for crippled children are generally paid an annual salary of not less than \$100 more than teachers of equal training and experience in the regular grades; while teachers of sight-saving classes and of deaf children generally receive an annual salary of at least \$150 more than regular teachers of the same experience and training. Maryland, a State in which the schools outside of Baltimore are financed on a State basis, encourages special training on the part of home teachers by adding a bonus of \$25 if the home teacher has successfully completed a 6 weeks' course in special education totaling at least 2 hours per day.

The organization of instruction and required physical facilities is another factor for which the State may exercise extensive responsibility or for which it may delegate responsibility almost entirely to the local districts. Michigan, Ohio, and Wisconsin are three States in which comprehensive standards have been set up for teaching the crippled (including cardiopathic cases), the deaf and hard-of-hearing, and the blind and partially seeing. In Michigan and Ohio the epileptic are included by law and by administrative ruling, respectively. The Michigan law as passed in 1939 reads as follows:

Courses of study, adequacy of methods of instruction, qualifications of teachers, conditions under which teachers are employed, the territory to be served by each district, and the necessary equipment and any special services for such children (i. e., *any of the physically handicapped groups included in the law*) for any school year must comply with the requirements prescribed by the superintendent of public instruction.¹⁰

¹ Specified by law.

¹⁰ Public Acts of Michigan, Act 328. (Italics by the writer.)

Similar acts have been passed in the other States named, and accordingly detailed standards have been developed relating not only to the items already analyzed, but also to housing, characteristics of the classroom, equipment, supplies, transportation, instructional program and methods, health supervision and treatment, and other matters important in maintaining a supervisory program directed toward a maximum educational benefit for children who suffer from physical handicaps. The State supervisor is the logical person to check on the provision of all facilities needed.

It is significant that one finds again and again in the State supervisory bulletins the recommendation that handicapped pupils should be permitted to participate in the normal activities of regular classes to the extent of their abilities. Part-time membership in a special class is recognized in the regulations of a number of States as the most desirable practice for some pupils. In such cases the child is given specialized attention for only as much time as his condition demands and is considered a member of the regular class for the rest of the day or week. Thus once more are emphasized the values of coordination of special education with regular elementary and secondary instruction.

Reimbursement from the State is closely related to the supervisor's functions in developing and checking standards. If the State contributes to the excess cost of the education of physically handicapped children, it has a right to know how the money is being spent and to indicate for which items it may or may not be spent. In California, any current expense incurred for the education of physically handicapped children may by law be included in the base for the computation of excess cost. For individual instruction and for remedial classes (which a child may attend for only a portion of a class session without thereby appreciably reducing the costs of the regular class in which he is enrolled for most of the day), the total current expenditures incurred are considered excess cost; for special schools and classes, excess cost equals the amount of current expenditures for such classes in excess of the amount expended for current expenditures for an equal number of units of average daily attendance of pupils not classified as physically handicapped.

In certain other States there has been a more specific designation of items which may or may not be included in seeking State reimbursement. Some have issued lists of reimbursable items which local communities are asked to use as a guide. In most cases such items are determined by law, supplemented in particular instances by rulings of the Attorney General, where interpretation of the law is doubtful. What items are included in 3 States in which they have been rather well defined is presented in tabular form in table 3. The data there given show how wide is the range of special provisions which the education of physically handicapped children demands. Full-time or

part-time instruction in a special class or remedial group; instruction at school, at home, or in the hospital; school work and physical therapy; transportation to school or maintenance while attending school; regular school year programs and summer programs; special supplies, equipment, and appliances—these are all factors in meeting the full requirements of special education for physically handicapped children. The State has indeed a challenging responsibility not only to administer the physical arrangements of such a program but also to give to it the stimulating supervisory service that every special class teacher needs and welcomes.

Table 3.—Some reimbursable items in State educational programs for physically handicapped children¹

State	Michigan	Ohio	Wisconsin
Groups eligible for State aid	Crippled, deaf and hard-of-hearing, blind and partially seeing, epileptic	Crippled, deaf and hard-of-hearing, blind and partially seeing, epileptic	Crippled, deaf and hard-of-hearing, blind and partially seeing, speech defective
Salaries of:			
Classroom teachers (elementary)	X	X	X
Classroom teachers (secondary)	X	X	X
Home teachers	X	X	X
Hospital teachers	X	X	X
Fees or salaries of medical specialists for examination	X	X	X
Salaries of:			
Physiotherapists	X	X	X
Nurses and other assistants for day-time care	X	X	X
Local supervisors of special education	X	X	
Readers or tutors		X	X
Special physical appliances	X	X	X
Special school equipment	X	X	X
Special supplies	X	X	X
Transportation to—			
Special schools	X	X	X
Regular schools	X	X	X
School lunches	X	X	X
Board or maintenance for nonresident children		X	X
Part-time special class instruction	X		X
Summer school programs for children	X		X

¹ It is understood that the provision of State aid for any service named in this list is dependent upon the needs of the individual children concerned and subject to approval by the State department of public instruction.

² If full time.

³ For crippled

Summary

In order to carry out satisfactorily the needed functions of a supervisory program for handicapped children, regulations and standards are required to guide its development, stimulate its growth, and to maintain it on a high level of proficiency.

Regulations and standards that have been adopted in the States relate to such matters as eligibility for enrollment in special classes, examinations for eligibility, method of assignment, size of classes, qualifications of teachers, organization of instruction, and items for which State reimbursement may be claimed.

In general, mentally handicapped children are assigned to special classes on the basis of intelligence tests plus other pertinent factors. The tests are administered either by representatives of the State or by approved local examiners. The specified I. Q. range in most States is from about 45 or 50 to 75 or 80, with a minimum mental age of 4 or 5 years. The standard size of class ranges from about 15 to 25 pupils, depending upon the number of age or grade levels included in it.

Physically handicapped children of various types are assigned for special education on the basis of examinations and diagnoses made by appropriate specialists working either in the education department or cooperating with it. A school entrance age of 3 or 4 years is becoming rather frequent for physically handicapped children, in order to give them the benefit of social contacts, early speech and language training, muscular and sense training, before they undertake systematic first-grade work. The size of class varies with the handicap and with the number of grade levels included, the average minima stipulated being for the blind 6, for the deaf 7, and for the crippled 8. The average maxima specified for the same groups are respectively 10, 11, and 24.

Needed qualifications of teachers for both mentally and physically handicapped groups are recognized as including appropriate specialized training as well as the regular qualifications of elementary and secondary teachers, with aptitude for the work and with some previous teaching experience. Accordingly, special certificates are being issued in a number of States for which specified requirements of professional training are the prerequisite.

Supervisory service logically includes the preparation of suggestive standards for the organization of the daily class program, desirable equipment and supplies, and curricular activities. Such material has been issued in some States.

When the State reimburses the local district for the excess cost of educating the mentally or physically handicapped, it must define the items for which reimbursement may be claimed. Particularly is this important for the physically handicapped, for whom a wide variety of services is needed. Accordingly, one finds in a number of States, indicated either by law or by regulations, the specific items which may be included in reporting excess cost. This procedure helps to standardize expenditure in the local districts.

Chapter 5

A Conference of State Directors and Supervisors of Special Education¹

FOR THE first time in the history of the education of exceptional children, State officials directing and supervising such programs on a State-wide basis came to Washington in the fall of 1938¹ at the invitation of the United States Commissioner of Education to confer on problems of mutual interest. Matters considered by the conference in its 2-day session related to the place and scope of special education for exceptional children in a modern educational program; the ~~most~~ feasible ways in which to meet the needs of exceptional children in rural areas; types of desirable legislative provisions; the preparation of teachers; and important problems of organization and administration. The groups of children deemed as in need of special educational adjustment were the blind and the partially seeing, the crippled, the deaf and the hard-of-hearing, the speech-defective, children with organic physical defects, the mentally retarded, the mentally gifted, and children with serious emotional or behavior disturbances.

The conference recognized the close relationship of the education of exceptional children with the education of all children and the desirability of effecting adjustments for them whenever possible in the environmental conditions of the regular school and the regular classroom. Because there are so many children, however, for whom this cannot be satisfactorily done under existing plans of school organization, the concept of special schools and classes was emphasized as an important and a necessary feature of special education. In other words, a program of special education for exceptional children should include provisions both for adjustments in the regular classes and for the establishment of special schools and classes for those children whose needs cannot be met in any other way.

During the course of the conference committee groups were designated to formulate basic statements of policy that might prove a medium for placing the findings of the conference in permanent form and at the same time be suggestive to State officials who might be contemplating the development of a program of special education. With these statements part I of this bulletin is concluded, since they so closely relate to the subject matter of the preceding chapters and may be considered as a summary of desirable policies and practices. While there might be variations of judgment among individuals as to details, yet it is believed that the general content of the sections which follow represents the convictions of the conference as a whole.

¹ A second conference of State directors and supervisors of special education was called by the U. S. Office of Education in June 1940.

Committee 1**Scope and Place of Special Education**

Special education should be regarded as an integral part of any adequate educational program and should be conceived as a legitimate means for the wholesome self-realization of those children who are exceptional, as well as a provision for facilitating the total school program. On the basis of this principle the following statements are submitted:

1. The State minimum program should include special educational facilities for all types of exceptional children.
2. The term "exceptional children" is interpreted to include the following types: Mentally handicapped, all kinds of physically handicapped, mentally superior children, and other types of children in serious need of special consideration, including the neurotic, emotionally maladjusted, and behavior cases.
3. We reaffirm our belief in the essential soundness of the general principle of providing, on the one hand, special adjustments in regular classes and, on the other hand, special classes for those children whose needs cannot be met in regular classes. Such provision should be made regardless of the method followed by the State for the support of its schools.
4. Careful consideration should be given to the possibility of the establishment of joint special classes to serve neighboring school districts.
5. It is the function of each State to establish standards of admission to each type of special class, such standards to be sufficiently flexible to make it possible to meet the needs of the various kinds of deviating children.
6. It is recognized that each child's need for special education requires careful scientific investigation. The determination of the need of special education and assignments to special classes should be based upon competent psychological, educational, social, and medical study of the child.
7. Opportunity should be afforded for all types of exceptional children to participate with children in regular classes in those activities in which they can work with normal children without detriment to either group.

Committee 2**Problems of Legislation and Finance**

1. The State education department should formulate a foundation program and a special educational program which should include such educational services as are needed for exceptional pupils.

2. Rules, regulations, and standards for the establishment and administration of the foundation and special educational programs should be prescribed by the State education department.

3. Local communities should contribute according to their financial ability on an equalized basis of support, as adopted by the State, toward the cost of maintaining the foundation and the special educational programs.

4. The State should defray the difference between (a) the total cost of the foundation and special educational programs, and (b) the amount raised by the effort of local communities, as set forth in 3, above.

5. The State education department should approve the local foundation and special educational programs and budgets, and should audit the local expenditures before granting State aid.

6. Local communities may provide an educational program more elaborate than the prescribed foundation and special programs but without additional State aid.

7. In rural communities the State should recognize, and provide an expedient program, which may be achieved through one or more of the following means:

- (a) Installation of special equipment and special methods in the regular classroom for individual cases
- (b) Employment of itinerant or traveling teachers
- (c) Daily transportation of pupils to larger centers
- (d) Housing of pupils in boarding homes in larger centers
- (e) Organization of traveling clinical services
- (f) Any other suitable plan in accordance with the requirements of the situation

8. In the administration of such expedient programs the State should grant whatever financial assistance is necessary to bring about an equitable arrangement between local communities, based upon the difference between the total cost and the amount raised through local effort.

Committee 3**Problems of Organization and Administration**

1. There should be a division, bureau, or section of the State education department specifically charged with the responsibility of the educational program for exceptional children of various types.

Since the education of exceptional children is so closely related to elementary education, any assignment of responsibility for them to divisions of the State education department not primarily concerned with educational adjustments for *children* is to be discouraged.

2. The functions of such a division or section for the education of exceptional children, briefly stated, include the following:

- (a) Stimulation of effort in this field of service
- (b) Development of standards for the various phases of the program
- (c) Clinical service
- (d) Organization and administration of the State program
- (e) Supervision of instruction
- (f) Coordination of related services
- (g) Promotion of progressive legislation and practice

3. In a desirable organization plan for a division, bureau, or section of special education, there should be one full-time person charged with responsibility for the entire program. This person should be qualified by training and by experience to deal with *instructional* problems in relation to both normal children and exceptional children. Under this person, as the program develops, there should be supervising specialists in charge of the education of the different groups of exceptional children.

4. We emphasize (a) the advisability of placing in the appropriate division of the State education department the responsibility of supervision of instruction for all types of exceptional children in both day and residential schools; and (b) the importance of maintaining equally high standards of teacher preparation and instruction in residential and day schools alike.

5. In the State organization, provision should be made for the special education of exceptional children living in rural areas through the development of traveling clinical services, the employment of itinerant or traveling teachers serving a county or a region, and the establishment of county or regional class centers of instruction. Such suitable provision should be considered a part of the minimum educational program of the State.

6. Recognizing the need for cooperation on the part of all agencies, public and private, interested in the different types of exceptional children, we recommend the development of some plan of organized cooperation such as that which may be brought about through "coordinating councils" composed of representatives of the various groups and agencies concerned with the problems of exceptional children.

Committee 4**Problems of Personnel**

1. All teachers appointed to instruct in special residential or day schools or classes for exceptional children should meet the following *minimum* requirements:

- (a) A regular State elementary school certificate or (for high-school teaching) a regular State secondary school certificate.
- (b) At least 12—and preferably more than 12—semester hours of training in approved courses in the field of specialization, such training to be secured either during the course leading to the general certificate noted above or subsequent thereto. It is recognized that the amount of specialized training needed varies with different types of exceptional children. For some groups specialized training far in excess of the minimum here set is essential.

2. Successful experience in the instruction of normal children previous to the assumption of responsibility for exceptional children is a recognized desirable factor in the preparation of special class teachers.

3. A careful selection of all teachers permitted to take credit leading to special certification should be made on the basis of personality, health, interest in the work, and promise of ability to handle exceptional children.

4. The educational needs of exceptional children cannot be met until *all* teachers, those of regular classes as well as of special classes, have developed a sympathetic understanding of child nature. Such an understanding can best be secured through basic courses in child psychology and mental hygiene, and through orientation courses in special education, such courses to be offered both to teachers in training and to teachers in service.

Committee 5**Problems of Relationship of the U. S. Office of Education to the Program**

The following appear to the conference desirable functions to be assumed by the U. S. Office of Education in relation to the program for the education of exceptional children:

1. To continue and to expand its present position of leadership in research, advisory services, and publication of materials. Suggested studies include:

- (a) Study of scope of respective State programs and organization for administrative and supervisory service.²
- (b) Compilation and analysis of State legislation, covering plans for reimbursement and other statutory provisions.

² This bulletin is designed to cover the general field here indicated.

- (c) Study of clinical procedures and personnel for administering.¹
- (d) Study of possibilities of developing uniform reporting services so as to make meaningful national statistics available, and at the same time to avoid duplication between the State offices and the U. S. Office of Education in the collection of information and data.
- (e) Compilation of information valuable to teachers on research findings concerning the abilities, interests, aptitudes, limitations, adaptability, vocational opportunities, and needs of various types of exceptional children.
- (f) Compilation of data regarding outstanding classroom programs designed to provide for significant group and individual characteristics and differences.
- (g) Analysis of weaknesses of present programs, with suggestions and assistance looking toward correction.
- (h) Study of possibility of coordinating all Federal services interested in the problems of exceptional children.

2. To develop at stated intervals:

- (a) A United States directory of special education, including data on the U. S. Office of Education, State offices, statistics, State schools, private schools of note, clinical facilities, and the like.
- (b) Suitable mailing lists for information, research bibliographies, etc.

3. To cooperate in an advisory capacity with regard to legislation in the interests of all types of exceptional children.

4. To promote an annual conference of State directors and supervisors of special education.

The Goal

The U. S. Office of Education has been unable, because of lack of personnel and funds, to bring about the realization of all the services suggested by members of the conference as desirable. It is hoped, however, that this initial conference of State directors and supervisors of special education proved the beginning of a closer association among those responsible for State programs that will pave the way for further coordinated study of their problems. State programs of special education are growing—growing in numbers as well as in comprehensiveness of service. Their mission has not been fulfilled until they open the door of adjusted educational opportunity to meet the needs of every exceptional child in the State.

¹ U. S. Office of Education Bulletin, 1939, No. 15, Clinical Organization for Child Guidance within the School, has been released since the conference was held.

PART 2

Part II

SPECIFIC STATE PROGRAMS

Specific State Programs

IN PART I we have attempted to present a general picture of State supervisory programs for all States, beginning with a consideration of basic legislative provisions, and proceeding to the discussion of organization plans, supervisory functions and activities, and State regulations and standards. In part II we propose to describe briefly the programs of individual States, classified to some extent on the basis of the organization plans in operation at the time when they were visited in 1939. States having part-time supervisory services are considered together, with a description of the Maryland program serving as an example of what is being done in a small State under such a setup. Delaware and Wyoming are considered together because in each of them there is one full-time director of special education responsible directly to the State superintendent of public instruction. Colorado and Virginia are coupled because they are the only States having full-time field workers in special education assigned to a division other than the bureau or division of instruction. All the remaining 8 States save one (Wisconsin) represent the prevailing trend of making special education for handicapped children a distinct section within a larger bureau or division of elementary and secondary supervision. Wisconsin stands alone, because of its combined responsibility for the physical treatment and educational welfare of crippled children, in having an entire bureau of some dimensions organized separately under the State superintendent of public instruction.¹

The descriptions of individual State programs presented in part II should be read in conjunction with the topical presentations given in part I. Duplication has been minimized; hence, some items relating to legislation, functions, regulations, and standards will be found discussed in detail only in part I. Each of the following descriptions is designed to give a picture of the State program as a whole, into which the topics discussed in part I can be fitted in accordance with their respective places. The two parts of the bulletin are thus essentially supplementary to each other.

California

The year 1927 was marked by the organization of a division in the State Department of Education responsible for the supervision and development of the entire program of special education for handicapped children in the State. It was also marked by the enactment

¹ Since the States were visited in 1939, the division of special education in Ohio, with a staff of six full-time and two part-time persons, has been made responsible directly to the State director of education. See table 2, footnotes.

of legislative provisions which empowered the State superintendent to direct the program and to appoint necessary personnel, and which included a plan for special financial assistance to local school districts inaugurating special schools or classes for physically handicapped and speech-defective children.

Efforts have been made in more recent years to extend the legislative provisions for special State aid to the education of mentally handicapped children in the day schools, but thus far without success. The subsidy is still limited to the various types of the physically handicapped, including speech-defectives. For the excess cost involved in the special education of these groups, the State reimburses local districts up to a maximum of \$200 per unit of average daily attendance. According to recent revisions of the law, instruction given may be "in special schools and classes, in hospitals, sanatoriums, or preventoriums, in the home through the employment of home instructors, by cooperative arrangement with the bureau of vocational rehabilitation of the State Department of Education, or by any other means approved by the State Department of Education."²

Recent legislative provisions authorize, in addition, the employment of special coordinators who shall make a study of occupational opportunities for the physically handicapped and shall assist in the coordination of their education with the commercial and industrial pursuits of the community. The State bureau of vocational rehabilitation is cooperating financially in making the services of such coordinators available to the local districts, and according to latest reports 50 districts have entered into agreements with the bureau for providing facilities of this type.

The division of special education which was created in 1927 was placed in charge of a chief, who in a general way directed the program of four coordinate bureaus serving, respectively (1) the visually handicapped; (2) the deaf; (3) the speech-defective; and (4) mental or emotional deviates, as well as other groups of the physically handicapped. The State residential schools for the blind and the deaf in California are parts of the State school system and are under the administration of the State Department of Education. The superintendents of these two schools were appointed, respectively, chief of the bureau for the education of the blind and chief of the bureau for the education of the deaf. The chief of the bureau of correction of speech defects and the chief of the bureau of mental hygiene were the other two staff members of the division of special education.

Two years later, with the resignation of the chief of the division, this position was left vacant and has never been filled. In lieu of it, the State Board of Education created in 1936 the commission for special education, consisting of the four above-named bureau chiefs

² California School Code, sec. 3.608.

and the chief of the bureau of vocational rehabilitation, whose responsibility for the vocational training and placement of physically handicapped adults and young people of employable age makes a cooperative relationship with special education agencies a highly desirable factor in the program. The commission for special education now functions in the State Department of Education as the promoting, recommending, and supervising agency for the special education of exceptional children in both public day and public residential schools. In 1939, the chief of the bureau of mental hygiene was assigned to the division of elementary education, at the same time continuing to function as a member of the commission for special education. The chairmanship of the commission is a rotating office, each member serving for 1 year in turn.

During the years in which the commission for special education has been at work, it has assumed responsibility for preparing statements of general policy, studying the current status of special education in the State, investigating the number of physically handicapped children needing its services, promoting progressive legislation, recommending desirable standards for special class organization and teacher preparation, and encouraging the development of adequate teacher-training facilities in all branches of special education. For two fields, namely, (1) the education of the deaf and hard-of-hearing and (2) speech correction, the State Department has issued regulations governing the granting of special credentials to those desiring to prepare themselves for service in these directions. Standards relating to teachers of other types of handicapped children have been formulated but have not at the time of writing been formally adopted, owing to the limited facilities for special training available in the State.

While the commission for special education is a coordinating, promoting, and standardizing agency for special education as a whole, the respective bureaus represented on the commission may work quite independently within their own fields. The chief of each of the four bureaus is responsible for his program to the assistant State superintendent in charge of instruction or to an immediate superior officer representing the assistant superintendent. *The bureau for the education of the blind* considers as its most important function, outside of the immediate administration and organization of the State school for the blind, the promotion and visitation of public school classes for the blind and partially seeing. In 1938, 5 city school systems in California reported special classes of this type. Hence the actual supervisory responsibilities in this phase of the work are not arduous. The chief of the bureau, however, is using whatever means are at his disposal to promote the use of sight-conservation methods for all children, and to this end he prepares material for publication, appears

before educational groups, and cooperates with the general elementary supervisors of the State.

The bureau for the education of the deaf has a similar duty in relation to the deaf and hard-of-hearing children of the State. Its chief, in addition to his activities as superintendent of the State school for the deaf, advises with day school officials, supervisors, and teachers of special classes in the 13 cities in which provision for the deaf and hard-of-hearing has been made. He makes every effort to locate all deaf children of school age and to insure their proper placement in special day classes or in the residential school. He keeps a record of all such children and follows their progress. He has assisted in the standardization of special credentials for teaching the deaf and the hard-of-hearing, and takes the necessary steps to insure the employment of properly trained teachers for the work.

The bureau for the correction of speech defects is in charge of a chief who gives half time to the work of the bureau and half time to teaching duties at the State teacher-training institutions. She has one part-time field assistant for Southern California, who also serves as supervisor of the speech-correction program in a city school system. Institute work, summer courses, demonstrations, clinics, conferences, regional study groups, personal work with superintendents, supervisors, and teachers all enter prominently into the State program of activities for speech correction. The bureau is responsible for the preparation of new instructional materials, for the conduct of studies directed to the improvement of teacher efficiency, for the initiation of speech-correction programs in local school systems upon request, for assistance to teacher-training institutions in the organization of courses for the preparation of speech-correction teachers in accordance with official standards, and for the promotion of and participation in a program of parental guidance and teacher education in general problems of speech therapy. Through the continued stress that has been placed upon the development of speech-correction programs in local school districts, the State was able to report in 1939 more than 12,000 children in 23 school systems receiving special attention for speech correction.

The chief of the bureau of mental hygiene is now a member of the division of elementary education and includes among her responsibilities the promotion of special education for the mentally handicapped, the gifted, behavior problems, and delicate children. The bureau is also responsible for the program of the State in relation to migratory education and the enforcement of compulsory school attendance laws. Hence the amount of special attention that can be given to education for exceptional children is limited. Major activities in this field concern the development of standards for special classes and special teachers; the disposition of individual problem

cases referred to the State for adjustment, particularly those of institutional type; and the general promotion of facilities for the education of exceptional children throughout the State. The recent transfer of the chief of the bureau to the division of elementary education is indicative of the point of view that the education of exceptional children is first of all a problem in elementary education and that it should be closely coordinated with the instructional program as a whole, with necessary adjustments in accordance with the need of each child. California is not alone in encouraging this attitude. One hears increasingly emphasized the importance of minimizing the segregation of exceptional children and of making the necessary adjustments for them so far as possible within the regular classes. For those for whom special classes are essential, the general principles of elementary and secondary education are still applicable. Special education is only an adaptation of sound educational practice to meet the demands of individual differences and needs. It is to be expected that, as general supervisors become more conscious of these differences and needs and as special supervisors become more conversant with modern educational methods for all children, the two will come more closely together in their programs.

Colorado and Virginia

Of the 12 States having full-time workers in special education Colorado and Virginia are the only ones in which the supervisors of handicapped children are assigned to a bureau not directly concerned with the supervision of elementary and secondary instruction. In Colorado no general division of instruction exists; in Virginia there is a division of instruction, with a director in charge of all other general instructional activities of the elementary and secondary schools, except those related to handicapped children. Both States, being largely rural in character, emphasize adjustment for handicapped children in the regular elementary and secondary classes.

Colorado.—Colorado is an interesting example of the evolution of a State program for the education of handicapped children through the joint efforts of educational and lay forces. With the sponsorship of the State Congress of Parents and Teachers and the State Department of Public Instruction, there was created by law¹ in 1919 a child welfare bureau, which was to be "under the control of the department of public instruction," but with a separate board of control charged with general supervision of its work. This bureau was established primarily for the purpose of promoting parent education, but in succeeding years it assumed functions relating to the promotion of education for physically handicapped children. Its name was

¹ Session Laws of Colorado, 1919, ch. 19.

changed in 1936 to the "bureau of home and school service," and in 1939 the Legislature abolished the separate board of control, and made the bureau an integral division of the State Department of Public Instruction.

Since its establishment the bureau has had an executive secretary, and in 1936 it engaged the services of a field secretary whose chief activities have been promotional, cooperative, and advisory. Since the incorporation of the bureau into the State Department of Public Instruction, a plan of reorganization has taken effect, whereby the executive secretary, assisted by a field organizer, is in charge of parent education and certain newly assumed responsibilities for safety education, and the field secretary serves as supervisor of the education of handicapped children. In this capacity she cooperates with public health nurses in making surveys to locate handicapped children; visits schools and counsels with superintendents, principals, and teachers regarding the education of handicapped pupils; gives psychological tests for the county clinics which are established through use of Social Security funds for crippled children; and, in general, strives to promote an adjusted educational program for the physically handicapped children of the State.

Since Colorado has as yet appropriated no State funds to assist local communities with the organization of special educational facilities, the program is still on a more or less exploratory basis. It is hoped, however, by those responsible for its guidance that increasing appreciation of the need on the part of the schools and the public alike will be the outgrowth of the project, and that as a result greater financial resources will be made available.

Virginia.—In 1938 a State program was initiated in Virginia, with the expansion of the duties of the director of vocational rehabilitation to include responsibilities for special and adult education. Assigned to the special educational phases of the work are two full-time supervisors, one for the mentally retarded and socially unadjusted, and the other for the physically handicapped. These supervisors work with local administrators, regular elementary supervisors, and teachers in determining local needs for a special educational program and in developing a curriculum adapted to the requirements and abilities of handicapped pupils. During the year 1938-39, they served 22 school divisions and 4 hospitals; in 1939-40 the number grew to 61 school divisions, 4 hospitals, and 1 of the receiving homes for delinquent boys under the administration of the State Welfare Department.

Since the State is predominantly rural and facilities for bringing handicapped children together in special classes are as yet not available, the policy of the supervisory staff is to promote an educational program in the regular classes which shall be adequately adjusted to the individual requirements of all children enrolled. Deaf and blind

children are not generally considered day school problems but are referred to the State residential schools. Sight-saving classes are under the joint supervision of the local school authorities and the State Commission for the Blind. The appointment of special teachers for speech correction and lip reading is encouraged by the State Department of Education. Of the 22 districts served by the supervisors in 1938-39, 7 carried on the special educational program through special teachers only, 7 reported both special groups and adjustments in regular classes, and the remaining 8 made efforts to adjust in regular classes only.

Crippled children of elementary age unable to attend school are recommended for home instruction. Hospitalization of crippled children is under the direction of the State Department of Health, with cooperative arrangement for bedside teaching under the State Department of Public Instruction. All physically handicapped children are referred for rehabilitation services when they reach the age of employability.

State funds for the work are available to match local funds for the purchase of teaching materials, equipment, and for the salaries of special teachers in approved programs. A suggested list of desirable materials and equipment is furnished by the State Department of Education and requests for authority to purchase the same must be submitted by local districts for approval. For the biennium 1938-40 the appropriation made for State aid was \$100,000.

Like the Colorado program, the Virginia program is still young. Those in charge of each of them are exploring the possibilities for growth, and no doubt with the years, changes in organization and functions will come as they are found desirable in the respective States.

Connecticut

"In 1915 the Connecticut State Board of Education appointed a school psychologist to make mental examinations of backward and defective children in rural, village, and urban schools, and to devise methods for their better care in public schools. Connecticut was the first State of the Union to create a position of this kind."⁴ In 1921 the division of special education and standards was created by the Legislature,⁵ "to encourage special educational provisions for children below standard physically or mentally." In 1922 a director of this division was appointed and a half-time assistant assigned to her. This staff increased from year to year until in 1930 there were five full-time persons engaged in the service of special education for the State. The

⁴ History of special education for mentally deficient children in Connecticut. p. V. (Compiled and published by Connecticut Special Education Association, 1936.)

⁵ Public Acts of Connecticut, 1921, ch. 355.

number at date of writing, however, stands at only two, as a result of economic curtailments made in 1933 and thereafter.

In 1939, when a plan of reorganization of the State Department of Education took effect, the number of coordinate divisions responsible through their director to the commissioner of education was reduced from 11 to 4, and the division of special education and standards has become a section of the division of instruction. The two staff members now serving in special education are thus known as the senior supervisor of special education and the junior supervisor of special education.

According to an amendment of the original law, the children designated as recipients of the services prescribed by the Act are called "educationally exceptional" and include "all children over 4 and under 16 years of age who, because of some physical, mental, or other handicap, require special educational training or privileges."⁶ The same law provides that the State Board of Education "shall supervise the educational interests of all children over 4 and under 16 years of age who are residing in or attending any child-caring institution receiving moneys from the State." Such institutions include among others 2 State schools for the mentally deficient, 2 residential schools for the deaf, 2 training schools for juvenile delinquents, 1 school for the blind, 1 home for crippled children, and 2 sanatoriums. A separate board of education for the blind supervises the education of blind persons not in school. According to law, therefore, there is placed in the hands of the State Board of Education an obligation and an opportunity for developing a complete program of special education for all types of exceptional children between the ages of 4 and 16 in whatever type of institution they may be enrolled. Curtailment of the special education staff in recent years has been considered a deterrent to the comprehensiveness of the service that can be given.

Legislative action in 1931 provided special State aid to the extent of \$50 per pupil to each town maintaining a class for mentally subnormal children "whose mental age is not below 5 years and whose intelligence quotient as shown by an individual test is between 45 and 75."⁷ Several years later this per pupil contribution of the State was reduced to \$40 and it has been maintained at this figure. No subsidy is granted by the State for the education of exceptional children in day schools other than the mentally handicapped. The limitations of age, mental age, and I. Q. specified by law as a condition for the receipt of State aid for this group have given rise to some serious problems which certain communities in the State have attempted to meet locally through the organization of non-State-aided special groups for

⁶ Supplement to Laws Relating to Education, sec. 189d (Sec. 21 S. L.). Connecticut School Document No. 1, 1937-38. (Whole number 491.)

⁷ Connecticut Laws Relating to Education, 1931, ch. 1, sec. 22. (1931 Public Acts, ch. 140.)

young low-grade cases, on the one hand, and on the other hand, for mentally deficient adolescents over 16 years of age who are admitted to junior or senior high school. To develop these phases of the work is at present one of the major objectives of the State supervisory staff.

To insure an effective teaching program in classes for the mentally subnormal, special certification has been required. The preparation involves a year of special work taken as a part of the regular teacher's training course. No standards are in effect for teachers of other groups of exceptional children in addition to the requirements operating for all teachers. In 1938 there were reported to the U. S. Office of Education by city school systems of Connecticut more than 2,000 mentally retarded children but only 350 physically handicapped children enrolled in special day classes.

The junior supervisor of special education devotes most of her time to individual mental testing, with special reference to cases requiring placement in special classes or exclusion from school. The senior supervisor does considerable testing but devotes most of her attention to visiting special classes, conferring with teachers, organizing and conducting regional discussion groups, guiding in the preparation of instructional materials, and visiting so far as she can the schools in child-caring institutions of the State. Cooperative projects in which she is participating include the work of the Social Adjustment Commission, appointed in 1933 by the City of Hartford, and made a permanent commission by act of Legislature during the 1936-37 session. The Commission carries on a placement and community supervision service for young men and women of Hartford 16 to 21 years of age who were found to be academically handicapped during their school years. It is in effect an agency for following up the pupils of special classes for the mentally handicapped after they leave school and for helping them to make adjustment in the occupational world.

The results are reported as most gratifying. Of 421 cases investigated during 1938-39, 224 were placed by the Commission or otherwise employed, earning during the year a total of \$41,870.70. Even better results were in prospect for the year 1939-40. When one considers that these figures refer to young people with intelligence quotients ranging from 41 to 75, the project appears doubly valuable. It is an evidence of what can be done in a State and by a community which is vitally interested in the adjustment of the mentally handicapped.

Delaware and Wyoming

Again in two widely separated parts of the country are two States which have a somewhat similar plan of organization. In Delaware and Wyoming, one full-time person is responsible directly to the State superintendent of public instruction for services rendered to handi-

capped children. While the details of their programs vary materially, there are certain common factors, as will be seen from the following accounts.

Delaware.—The State of Delaware is for educational purposes divided into 15 units, consisting of the City of Wilmington, 13 special districts (generally the larger towns), and the State board unit, which consists of 157 school attendance districts. The schools of Wilmington are almost completely autonomous, those of the 13 special districts are subject only to limited administrative and supervisory control of the State Board of Education, while schools in the 157 attendance districts are administered and supervised by the State Board with the assistance of local boards of school trustees who represent the State Board.

The director of the division of special education and mental hygiene is one of a group of administrative officials in the State Department responsible to the State superintendent of public instruction. He was appointed in 1932, but gives only part time to the State, since he serves also as director of special education for the city of Wilmington. The division of special education and mental hygiene thus has charge of all the special classes—limited almost exclusively at present to classes for mentally retarded pupils—for handicapped children in the city and in the State.

Regulations are issued concerning the organization of special classes, methods of reporting children needing clinical examinations, methods of assignment to and transfer from special classes, desirable teacher qualifications, and other items pertinent to the program.

Referring to this part-time schedule with the State, the director says in his 1938-39 annual report:

On a two-day a week schedule, outside of Wilmington, 104 visits were made during the year to 68 schools for the purpose of conferring with superintendents, principals, and teachers regarding the educational and social adjustment of handicapped and maladjusted children; regarding the reporting of such children for psychological, educational, psychiatric, and audiometric examinations; regarding the transfers of examined children to special classes; and for the purpose of inspecting the work in special and opportunity classes and conferring with special-class teachers and school administrators regarding the instructional, organizational, and administrative problems affecting these classes. . . . Hundreds of contacts have been made by correspondence and by telephone with principals, superintendents, teachers, visiting teachers, supervisors, investigators, parents, and patrons of the schools in connection with audiometric, psychological, and educational examinations, reports, and recommendations on cases, transfers of pupils, and other matters pertinent to the work of the division.

Thousands of psychological, psychiatric, physical, family-and-personal-history and audiometric reports have been checked and scrutinized as they have reached the desk and many case reports have been reviewed from time to time in connection with needed school, court, and home adjustments and referral to the Delaware Mental Hygiene Clinic for psychiatric examination and treatment.

As indicated in the foregoing excerpt, the division carries on a clinical service for children referred for serious retardation, specific subject-matter disabilities, or minor behavior maladjustments. A program of group audiometric testing has also been carried on to locate hard-of-hearing pupils who need special attention in the schools. This clinical work has to date (1939) been made possible by a subvention of the Delaware Citizens' Association, providing for the services of two full-time examiners who add to their examining program the responsibility of making home visits and preparing case histories to the extent that time permits.

In addition to the organization of special classes for handicapped children where such is possible, the director considers one of the most important means of securing needed attention for them the education of teachers in service who must learn to recognize and to make adjustments for handicaps in the regular classroom. To this end he conducts extension courses on handicapped children, mental hygiene, and clinical and abnormal psychology. Such courses of instruction have been offered in 9 centers throughout the State as a part of the State's program both to assist regular classroom teachers in their understanding and treatment of pupil problems and to prepare teachers to undertake the instruction of special classes as they are organized.

In 1939 legislation was enacted making it—

... the duty of the principals, superintendents, teachers, and visiting teachers in every school district in this State ... to secure information and report to the State Board of Education or to any bureau thereof as it may direct ... every child within any school district between the ages of 6 and 16 years who is seriously retarded in his or her school work or any child between the ages of 6 and 16 who, because of apparent physical or mental handicap is not being properly educated or trained.⁸

The same legislation makes it incumbent upon the State Board of Education, with the aid of cooperating agencies, to "examine such child and report whether such child is a fit subject for special education and training." It shall likewise be—

... the duty of the State Board of Education to provide and maintain under appropriate regulations special classes or special facilities wherever possible to meet the needs of all children recommended for special training who come from any geographical area within the State that can be served by such special facilities.

Such legislation aids in the development of a comprehensive State program of special education, but no State appropriation was made to meet the excess cost involved in providing the needed facilities; hence the program is not being extended as rapidly as might otherwise be

⁸ 1939 Act entitled "An Act requiring the reporting of handicapped children in every school district to the State Board of Education and requiring special training therefor."

the case. Present indications, however, point to its further expansion in the near future.

Wyoming.—One of the earliest States to establish by law a State program for the education of handicapped children, Wyoming in 1919 appointed a director of special education, with particular attention directed to the needs of the speech-defective, the crippled, and the mentally retarded. In 1929 additional duties were assigned to the division, when at the request of the State Board of Charities and Reform the work of placing blind and deaf children in schools in adjoining States and of determining their educational needs was taken over by the Department of Public Instruction. Also in 1929 the Legislature provided for the appointment of a field agent who should seek out and assist in their educational and industrial adjustment the deaf and blind who are not of school age. This work is carried on as a separate service of the Department of Public Instruction, but with the cooperation of the director of special education and the director of vocational rehabilitation.

The work of the division of special education has developed to include services of educational adjustment for all school children who need them, whether in regular classes or in special groups. Like other largely rural States, Wyoming does not find it feasible to extend a program of special classes beyond the few urban centers of the State. In 1938 there were 9 classes for mentally retarded children in 6 cities, with 206 pupils enrolled. Individual work with individuals—both pupils and teachers—is therefore a major function of the director of special education, who includes among her responsibilities advisory assistance to teachers in working out special programs for particular handicapped children remaining in regular classes as well as the supervision of instruction in special classes. Moreover, since Wyoming has no State supervisor for elementary education as a whole, the director of special education really acts in this capacity so far as she has time for work in the interests of all children in the public schools.

Among the activities continuously engaging her time are psychological and educational testing service; administration of audiometer surveys; examination of deaf and blind children, and assistance in placing them in special schools of neighboring States (since Wyoming has no State residential schools for these groups); examination of cases to be committed to the State school for the mentally deficient; and recommendation of remedial instruction and other types of adjustment for crippled, hard-of-hearing, and partially seeing children in the day schools. A library of 200 clear-type textbooks is available in the State Department for use by partially seeing children as they are needed.

Special education is subsidized by the State from an appropriation made by the Legislature each biennium. For the biennium 1938-40, there was available for this purpose the sum of \$5,600. For the first special class organized in any community the State grants \$300, and the remaining amount is divided among all other existing classes. The Legislature also appropriated for the biennium the sum of \$2,200 for the instruction of home-bound crippled children. State funds distributed to local districts may be used for necessary supplies, equipment, books, testing material, and for the payment of teachers' and supervisors' salaries.

Maryland, Kentucky, Minnesota, New Jersey

Maryland is used as an example of the States having part-time State supervisory programs for handicapped children. Other States belonging in this category are Kentucky, Minnesota, and New Jersey. Details of arrangements and relationships vary among them, but the programs in all of them are characterized by emphasis upon promotional, organizational, and administrative matters, with admittedly inadequate time and personnel for real supervisory service. Yet the functions that are carried on in the administration of State funds allocated for special education in 3 of these States and in the organization of special education facilities in all of them are obviously fundamental.⁹ Kentucky has as yet not initiated a plan of State aid for this purpose, and accordingly the work in local communities has not progressed as far in that State as in the other three.

The State educational system of Maryland consists of Baltimore City school system and 23 county units outside of Baltimore. The Baltimore City schools operate under the city charter, while the county schools are under the joint supervision of county superintendents and the State education department.

As a result of legislation enacted in 1929, a State program of special education for handicapped children in the day schools of the counties was initiated. Amendments were enacted in 1931 relating to the method of financing the program which have been in force since that time. Expenses incurred by any county in providing special classes for mentally handicapped children shall be "met in the same manner as the ordinary expenses for the support of schools in the several counties of the State," with the provision, however, that in determining the amount of money to be received by any county from the State equalization fund¹⁰ each such special class shall be considered as a separate unit.

⁹ See part I for legislative provisions for State aid and regulations in force in Minnesota and New Jersey. See also table 2, footnote 3.

¹⁰ The distribution of the State equalization fund takes into account the salary budgets of the respective counties and, accordingly, the number of teachers employed by each county qualifying for participation in its use.

For physically handicapped children, the law provides that the State shall pay up to a maximum of \$200 annually per pupil "toward the cost of teachers, special equipment, nursing, therapeutic treatment, and transportation," for programs organized according to regulations of the State board of education, this provision being applicable to the City of Baltimore as well as to any of the counties of the State.¹¹ The State plan for the education of physically handicapped children, therefore, provides for special classes wherever the enrollment warrants, visiting teachers for the home-bound, special transportation of children who cannot ride on regular school busses or who cannot walk to school, and special orthopedic or other equipment wherever necessary for proper school adjustment. The State makes an annual appropriation of \$20,000 to meet the additional costs involved.

To assist in the administration of the provisions made by law, the State supervisor of vocational rehabilitation was in 1929 named also director of special education, and in 1934 he became, in addition, State supervisor of attendance. In a State as small as Maryland, the combination under one person of three specialized functions such as these may be considered less detrimental to the success of the respective programs than in the larger States. Yet there are obvious difficulties encountered by one person in discharging adequately the responsibilities entailed in the three different types of activities.

The general status of the program for handicapped children may be seen from the following statement taken from the annual report of the State Board of Education for the year ending July 31, 1938:¹²

Special educational services were rendered to 198 physically handicapped children and 608 mentally retarded children in the counties of Maryland. . . . In addition, 23 crippled children in Baltimore City were transported to senior high schools at State expense. The total expenditure of \$16,507.53 for the 221 physically handicapped meant an average cost of \$74.69 per child.

The policy in Maryland is to encourage for all physically handicapped children who can attend school at all, enrollment in regular classes rather than segregation in special classes. Deaf and blind children are referred for residential school placement. Of the 221 physically handicapped children referred to above, only 33 were working in special day classes, 73 were temporarily in hospital classes, and the remaining 115 were served through part-time home teaching or transportation to regular schools. Hence, the per pupil cost to the State of \$74.69 does not of course represent a full-time per capita expenditure for educating physically handicapped pupils in special

¹¹ Maryland School Law 1931, ch. 156, secs. 235b, 235c. (This law provides no financial aid for any service to the physically handicapped that was being rendered by Baltimore City or any county at the time of its passage in 1931. Every type of service that is financed from State funds, therefore, has been organized since 1931.)

¹² State of Maryland, Department of Education, Seventy second annual report of the State Board of Education, pp. 34, 35.

classes. Since the extensive program of special education in the City of Baltimore is not supervised by the State, its large enrollments in special schools and classes of various types are not included in the State report.

The policy of maintaining physically handicapped children in regular classes does not extend to the mentally handicapped. For these in 1938-39 there were 39 special classes in the counties outside Baltimore, and in 1939-40 this number had grown to 63.

The objectives of the State program for the year 1938-39 were stated by the director of special education as follows:

1. To cooperate with the Maryland State School for the Deaf in conducting a survey of all children in the second, fifth, and eighth grades of the white public schools of the counties to determine the extent of deafness existing; in addition to this group, to test all other children in the schools who in the opinion of supervisor, principal, or teacher show signs of deafness. Two experienced teachers from the State School for the Deaf are in charge of the work.
2. To provide home teaching for all children who are so handicapped physically that it is impossible or inadvisable for them to attend public day school.
3. To provide transportation for all children who are so physically handicapped that they cannot walk to school or cannot ride on the school bus.
4. To give supervisory assistance to counties having special classes for mentally retarded children.
5. To increase the effectiveness of the child guidance clinics that are conducted in 22 counties by psychiatrists working under the joint supervision of the State Board of Health and the State Mental Hygiene Society. The State supervisor of special education acts as a liaison officer between the schools and the clinics.
6. To plan summer school courses in special education at Johns Hopkins University and at the University of Maryland. About 50 county teachers enroll for these courses each summer.

The summer school courses referred to are planned in the interests of insuring the availability of qualified teachers for handicapped groups. State approval of special classes for the mentally handicapped is dependent upon the employment of experienced teachers who have had "at least 12 weeks, 2 hours daily, of study in special education." Teachers of the physically handicapped (crippled) are encouraged to take courses in special education, but no uniform requirements are in force in addition to the regular certification standards for all teachers.

Massachusetts

The history of special education in Massachusetts goes back to the closing years of the nineteenth century, when several city school systems in the State made local provision for the organization of special classes for mentally handicapped children. Until 1919 the work was developed by local initiative and through the stimulation of pioneers in the education of mentally deficient children in residen-

tial institutions of the State. In that year the Legislature took steps to place the program on a State-wide basis by requiring (1) an enumeration of children "3 years or more retarded in mental development," and (2) the establishment of special classes for their instruction in towns in which 10 or more of such children were located. In 1922 a cooperative arrangement between the State Department of Education and the State Department of Mental Diseases (now the Department of Mental Health) was provided by law, with amendments in 1931. Regulations were issued jointly by the two departments to assist local communities to put the law into effect. As a result a series of traveling clinics have been put into operation, for which the Department of Mental Health furnishes the specialized medical, psychological, and social service, while the local school system assists with visiting teachers, nursing, and testing services. These clinics are primarily for the purpose of locating, diagnosing, and recommending adjustment for mentally handicapped children.

In 1930 the Legislature took steps to extend the State program of special education to include crippled children and in 1932 it still further enlarged the program by changing the word "crippled" to "physically handicapped," interpreted as including also children with defective sight or hearing, cardiac difficulties, or lowered vitality. The State Department of Education and the State Department of Public Welfare were designated by law as the cooperating agencies in this field, and plans have been made accordingly. The law makes specific mention of "instruction to said children in their homes or at such places and under such conditions as the (school) committee may arrange."¹³ Its provisions are compulsory if there are 5 or more children needing attention, and permissive if there are fewer than this number. In the development of the program a major place has been given to home and hospital instruction and to education in residential schools, special day schools and classes for physically handicapped groups being relatively few in the State.

The State reimburses for teachers of special classes as it does for regular teachers, through the recognition of a special class as constituting a teacher-unit. Beyond this, no special State aid is provided for the instruction of any groups of handicapped children in day school systems, except for sight-saving classes and for a limited number of classes for the deaf. Through legislative acts passed, respectively, in 1923 and 1925, the State participates financially in paying the salary of each sight-saving class teacher, and it pays the total cost of maintenance of classes for deaf pupils in not more than 6 towns of the State. Yet, even without special State subsidy, Massachusetts reported in the year 1938 a total of 9,601 children

¹³ General Laws Relating to Education, ch. 71, sec. 46 A. (The Commonwealth of Massachusetts, "Bulletin of the Department of Education, 1932, No. 7, p. 22.)

enrolled in special classes for the mentally retarded, the two States of New York and Pennsylvania being the only ones reporting a larger enrollment in such classes during that year. Of the total number in Massachusetts, 2,256 were in Boston, the rest being widely scattered among many towns of varying population groups.

When the first legislation was enacted in 1919, the elementary division of the State Department of Education was made responsible for carrying on the functions of the Department with reference to the program for handicapped children. As the service grew, need of a special supervisor became obvious and in 1923 a staff member was appointed who combined his duties in special education with those of administrative research. Finally, in 1936, a full-time supervisor of special schools and classes was appointed, who is one of a group of supervisors responsible to the director of the division of elementary and secondary education and State teachers colleges.

The division of the blind, also in the State Department of Education, goes back in its existence to 1906, when the State Commission for the Blind was created by the Legislature. In 1919, by Act of a Constitutional Convention, it was incorporated into the State Department of Education as a division, with a director and an advisory board. Its services are primarily concerned with the industrial and social needs of the adult blind, but it is also charged by law with the responsibility of promoting the organization of sight-saving classes in the day schools and of administering the funds appropriated for the same. The division has two nurses who cooperate with the school nurses in detecting defective eyesight and in securing needed examinations, treatment, or glasses. In 1939 there were 41 sight-saving classes functioning in the State. For each of these the division has furnished the initial equipment and it distributes State money to the extent of \$500 annually toward the salary of the teacher. Supervision of these classes is under the State supervisor of special schools and classes.

Blind children and deaf children (with the exception of those enrolled in the 6 day classes for the deaf provided by law) are sent to public or private residential schools at the expense of the Commonwealth, and it is specified by law that "the Department (namely, the State Department of Education) shall direct and supervise the education of all such pupils." The law further provides that the "commissioner of education shall have supervision of all educational work supported in whole or in part by the Commonwealth."¹⁴ However, the State institutions for the feeble-minded and for juvenile delinquents operate, respectively, under the State Department of Mental Health and the State Department of Public Welfare. A State hospital school for

¹⁴ General Laws Relating to education, ch. 69, secs. 1, 26, 27. (Idem., pp. 7, 11.)

crippled children also operates under the State Department of Public Welfare. The State educational authority exercises no administrative or supervisory functions in relation to these institutions.

The supervisor of special schools and classes holds regional and State-wide conferences looking toward the improvement of the educational program for handicapped children, gives courses at teacher-training institutions of the State, and travels about the State in the interests of developing the work. Among his chief objectives for early realization are (1) the revision of the curriculum for mentally handicapped children, in cooperation with a committee of teachers, and (2) further development of certification standards for teachers of special classes. Regulations of the State Department of Education have been issued relating to the qualifications of teachers of mentally handicapped children, which involve special training or experience in the special class field, these taking effect after July 1, 1939. Similarly, for teachers of crippled children, the commissioners of education and of public welfare have agreed upon the requirements of normal school or college graduation and of 3 years' teaching experience. There are in Massachusetts no State certification requirements for regular teachers, this matter being left entirely in the hands of local school districts. It is of interest, therefore, that standards for special teachers of handicapped children have received some attention from the State and that steps are under way to make further advances in the specification of needed preparation for such work.

Michigan ¹⁵

In Michigan legislative provision for the beginning of a program of special education for handicapped children in day schools antedates the turn of the century. In 1899, the Legislature authorized that "upon application by a school district board . . . to the Superintendent of Public Instruction, he shall grant permission to establish one or more day schools for the instruction of deaf pupils."¹⁶ The payment of a State subsidy was authorized for each deaf pupil instructed for 9 months during any school year.

It was not until 1923,¹⁷ however; and subsequent years that this law was amended to include similar classes for crippled and for blind or partially seeing children; and in 1935 further legislation was enacted to permit boards of education to maintain special classes for epileptic children. From 1923 until 1937, the State administration of all special classes for handicapped children was a responsibility of the division of vocational rehabilitation. In 1937, the work for exceptional children was placed on a full-time basis, with a "consultant"

¹⁵ See page 21 for organization chart pertaining to special education for exceptional children in Michigan.

¹⁶ Act 176, Public Acts, 1899.

¹⁷ Act 122, Public Acts, 1923.

in charge, who is a member of the staff of the assistant State superintendent in charge of the office of instruction and educational planning. The supervisory program was in that year extended to apply to all types of exceptional children, including those groups for the special education of whom the State does not make financial reimbursement to the local districts. Moreover, the Michigan State School for the Blind and the Michigan State School for the Deaf, which had their beginning as early as 1849 and which in 1917 were legally declared schools and became subject to public-school laws and regulations, were in 1937 transferred for administrative purposes from the State Welfare Department to the State Board of Education. Thus consistent progress has been made in developing a recognized unit within the State educational system devoted to the interests of all types of exceptional children. At the time of writing, the consultant for exceptional children, in the State Department of Public Instruction, and the respective superintendents of the residential schools for the deaf and the blind, under the State Board of Education, constitute the administrative and supervisory staff for these services.

In 1939 further legislative progress was effected accomplishing the following purposes: (1) removal of the restriction of district boundaries in the establishment, with the approval of the superintendent of public instruction, of centers of service to handicapped children; (2) permission for nonresident children to attend special classes within a given district without payment of tuition; (3) authorization of a maximum annual State reimbursement of \$300 per nonresident pupil—an amount which is greater by \$100 than the maximum annual per-pupil reimbursement already established for resident pupils; (4) change of lower age limit for admission to special classes for crippled and epileptic children from 5 years to 4 years, with the retention of the specified limit of 3 years for blind and deaf children, and with an upper age limit of 20 years for all of them; (5) authorization of the inauguration of summer school programs by local boards of education; (6) computation of State reimbursement on the basis of class membership and extra costs involved in the education of handicapped children above that required for normal children in similar grades or organizational units. The law specifies that reimbursable items include excess cost of "instruction, services, supplies, and equipment."¹⁸ The appropriation made for each year of the biennium 1939-41 to meet such costs is \$560,000.

Changes in the law have been instrumental in applying the benefits of special education to physically handicapped children at the pre-school, kindergarten, elementary, and secondary levels; to children

¹⁸ Public Acts of 1939, No. 328. (Act 319 of Public Acts of 1927 as amended.)

in rural as well as in urban districts; and to children needing continuous attention through a summer school program. Classes in hospitals are included in the general interpretation of the Special Education Act, and legal provision is made for hospital instruction of crippled children with financial support through the Michigan Crippled Children Commission. Home teaching growing out of a number of local programs is now a part of the State-wide special education program. Blind, partially seeing, deaf, hard-of-hearing, crippled, cardiopathic, and epileptic children may attend special classes established throughout the State with State reimbursement; and locally financed special education programs are maintained for the socially maladjusted, mentally handicapped, speech-defective, children of lowered vitality, and gifted. With the extension of the supervisory program in 1937 to include all these types, the influence of State leadership may well become an increasingly significant factor in the further development of local programs for types of exceptional children not yet benefited by the State subsidy.

Such leadership has already found expression in the qualifications required of all special class teachers. Early pioneers in preparing teachers of handicapped children are the Michigan State Normal College in Ypsilanti and Western State Teachers College in Kalamazoo. More recently the University of Michigan at Ann Arbor and Wayne University in Detroit have contributed to the preparation of the special class teachers of the State. Successive changes have been made in requirements, and in 1939 a statement outlining the training required of special class teachers in Michigan was released by the State Department of Public Instruction. Specifications follow:

1. Possession of a Michigan life or provisional-permanent certificate for teaching.
2. Thirty semester hours of credit in the general field of special education and in related subjects, to be distributed according to the applicant's field of interest, with specification of courses that will be accepted in each field. These credits may be accumulated in the course of securing the teaching certificate or subsequently thereto.
3. Completion of 1 year of successful teaching experience on a probationary basis in special classes.

The consultant for exceptional children carries on an extensive program of visitation among the special classrooms of the State. He follows up each visit with a letter of report and recommendation to the local superintendent, appraising needs and suggesting improvements in procedures. While visiting a given district, he holds conferences with teachers on the problems at hand. Committees of teachers are at work to review and coordinate the instructional program in the respective areas included in the supervisory program, with a view to the improvement of curriculum and methods. A State-wide special education committee of the Department of Public Instruc-

tion functions as a steering committee for the whole program of legislation, finance, policies, and procedures. A recent project of the Department was the compilation of a directory of *Adjustment Services in Michigan for Exceptional Children*, including day schools, camps, public and private residential schools, and other agencies. This was prepared under the direction of the consultant for exceptional children and published as a bulletin of the State Department of Public Instruction for the purpose of informing teachers and other interested persons of the possibilities in the State for attention to children needing special services.

The Michigan law specifies that the superintendent of public instruction shall have general supervision over all work done under the Special Education Act. It further specifies that "courses of study, adequacy of methods of instruction, qualifications of teachers, conditions under which teachers are employed, the territory to be served by each district, and the necessary equipment and any special services for such children for any school year must comply with the requirements prescribed by the superintendent of public instruction."¹⁹ Moreover, it is significant that the law recognizes the responsibility of State educational authorities for residential institutions as well as day schools. It specifies that the "superintendent of public instruction shall have general supervision of general instruction in all public schools and in all State institutions that are educational in character, including . . . the Michigan School for the Deaf, the Michigan School for the Blind, the Boys' Vocational School, the Girls' Training School, . . . the Michigan Home and Training School, and any similar institution that may hereinafter be created."²⁰ It has already been pointed out that the first two schools mentioned above were transferred in 1937 for administrative purposes to the State Board of Education and are a constituent part of the State's educational system. Two of the other institutions mentioned are for delinquent youth, administered by the State Social Welfare Commission; the third is for the feeble-minded of the State, and is administered by the State Hospital Commission. All of them have educational programs. It would appear, therefore, that the supervisory responsibility of the State superintendent's office for the education of handicapped children is a large one, its extent being determined only by the interpretation of the legal phraseology "general supervision of general instruction" and by the limitations of staff available for the service. There is certainly a wide field presented for effective collaboration among educational, hospital, and welfare agencies of the State for wise application of modern educational procedures to handicapped children, wherever they may be found.

¹⁹ Public Acts, 1939, No. 328.

²⁰ Michigan Laws, 1929 compilation, ch. 9, par. 7330.

New York

New York is another State in which provisions for handicapped children through the organization of special classes in local school systems were initiated at the turn of the century, but not until 1917 were such classes recognized by law, and subsequent legislation has expanded the program in various directions. The State supervisory program designed to bring to local school districts the benefits accruing from such legislation was established in 1918 for the mentally handicapped and in 1926 for the physically handicapped. These two different phases of the work developed in two different divisions of the State Education Department. In the division of research one assistant devotes part of his time to problems concerned with retarded children, while in the division of vocational and extension education, which in turn is a part of a larger division of instruction, there is a bureau for physically handicapped children, with a chief in charge and three assistants giving full time to the work.

New York is the only State in which such a distinct division of responsibilities has taken place. In a recent report made by a special regents' commission appointed to study the problem, it is pointed out that the supervisory service for mentally handicapped children is quite inadequate, and it is urged that all phases of special education for both mental and physical deviates be centralized under the administration of a division in the State department organized specifically for this purpose.²¹ Such a proposal is in line with general trends in the Nation as a whole.

Largely owing to lack of time, the supervision of classes for the mentally handicapped is entirely upon request, but considerable inspection is necessary in the light of regulations governing the distribution of funds for this purpose. The staff cooperates with other State agencies, among them being the State Department of Mental Hygiene, which renders some clinical service in psychological testing.

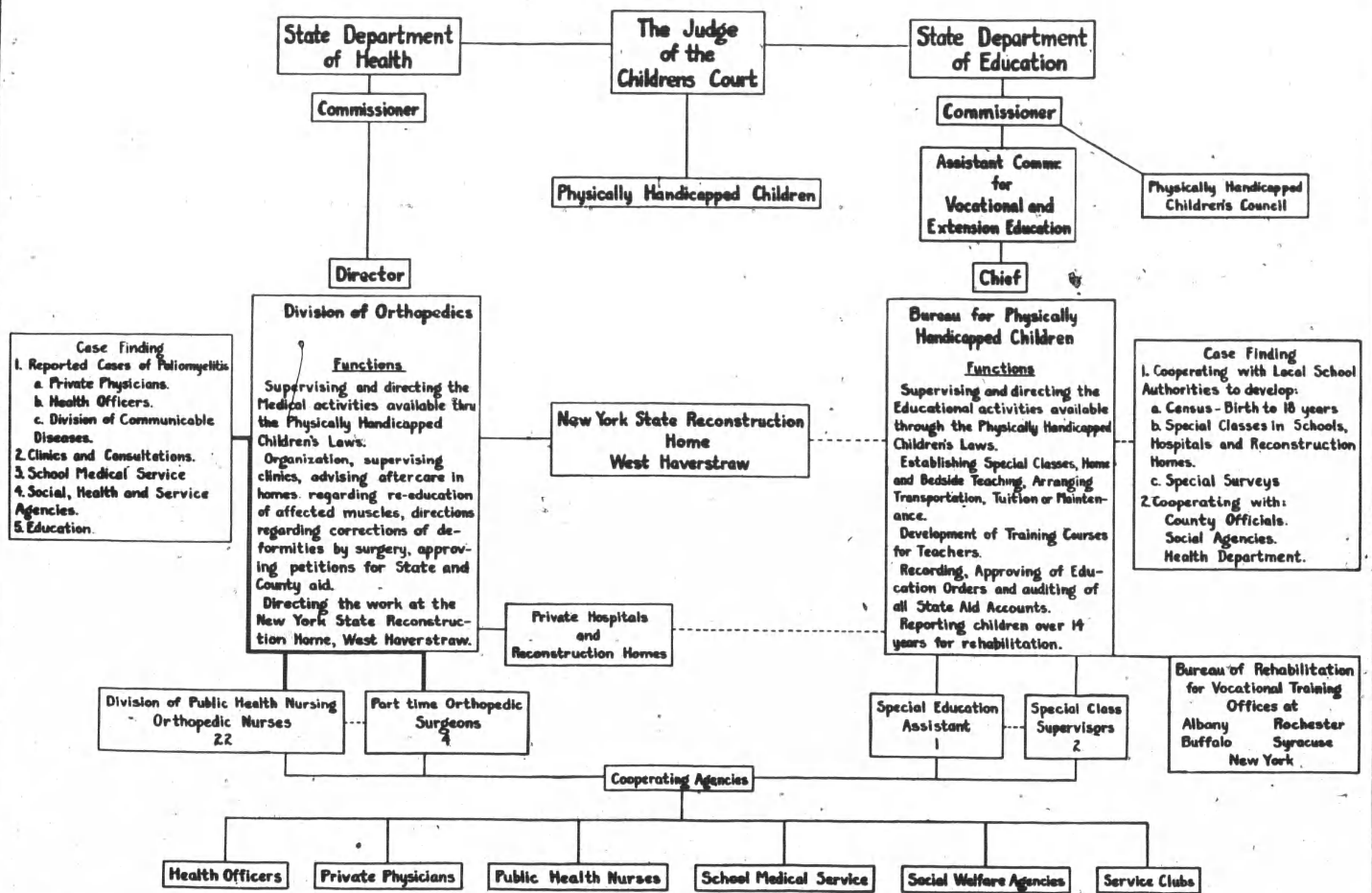
According to law,²² local boards of education are required to establish special classes for children "retarded in mental development" when there are 10 or more such children in the schools of the district. For a smaller number, a contract may be made with the board of education of another district in which a special class has been organized. In distributing State aid, the pupils enrolled in special classes are not included in computing the average daily attendance of the school, but the teachers employed to teach such classes are included in computing the number of elementary teachers used as the basis for

²¹ Report of the Regents' Commission on Mentally Retarded and Gifted Children. New York, The International Press, 1935. p. 28. (See also Report of the Educational Research Division in the 33rd annual report of the Commissioner of Education of the State of New York, p. 310.)

²² New York State Education Law, art. 20-b, sec. 578; also secs. 491-2.

ORGANIZATION CHART

PROVISIONS FOR THE MEDICAL CARE AND EDUCATION OF PHYSICALLY HANDICAPPED CHILDREN, NEW YORK STATE



Courtesy of the New York State Education Department.

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apportionment of funds. Thus, in effect, from 33 to 66 percent of additional State aid is provided for these special groups.

To facilitate the effective operation of legal provisions, the State Education Department has formulated rules for the approval of special classes, applying to qualifications of teachers, size of class, facilities for instruction, and eligibility of children for special class enrollment. To see that these regulations are observed is one of the major activities of the persons assigned to the program.

The bureau of physically handicapped children was organized in 1926. Originally created to serve the needs of children crippled as the result of a serious epidemic of infantile paralysis, its responsibilities have been expanded to include supervision of the education of various types of physically handicapped children in both day and residential schools, for in New York, as in some other States, the law delegates to the State Education Department a definite responsibility for instructional supervision in all residential schools for the deaf and the blind. The four members of the staff of the bureau of physically handicapped children are occupied with an extensive program of visiting schools; teaching in the summer sessions of State teacher-training institutions; conferring with special class teachers, principals, and supervisors; and working with general elementary supervisors in local districts in which special supervisors are not available.

The law providing special education in day schools for physically handicapped children specifies home teaching, transportation to school, and special classes as the means to be used. The organization of a special class is required when there are 10 or more children who need such facilities. Each such class, like classes for the mentally retarded, counts a full-time elementary apportionment unit in the distribution of State funds. The health and physical education division of the State Education Department assists with the specification of standards and the examination of pupils who appear eligible for placement.

In addition to the assignment of children to special classes, upon evidence of need, individual consideration is given to their physical condition and demand for treatment. There is a close working relationship between the State Education Department and the State Department of Health in the administration of provisions designed to meet these individual needs. Any physically handicapped child requiring special educational or medical service is placed upon proper petition under the jurisdiction of the children's court in the county or city in which he resides; the cost of the needed service ordered by the court is met by the county or city, and reimbursement is made by the State to the extent of one-half the total amount. All services must first be approved, however, by the State commissioner of education (if of educational character) or by the State commissioner of health (if of medical character). The special educational services specified

by law include "home-teaching, transportation, scholarships in non-residence schools, tuition or maintenance, and tuition in elementary, secondary, higher, special and technical schools."²⁴ Special health services specified by law include "such surgical, medical, or therapeutic treatment or hospital care and necessary appliances and devices . . . as . . . are needed."²⁴ Some of the educational items here listed concern only the older physically handicapped persons, who become the responsibility of the vocational rehabilitation service, but the appropriate provisions are applicable also to children still in school.

As for teachers of the mentally retarded, so for teachers of classes for physically handicapped children, special preparation is required for the issuance of a State certificate. These include the completion of 12 semester hours in professional courses specifically related to the field in which teaching is to be done. The courses taken may be a part of or in addition to the regular program of approved preparation for elementary teaching.

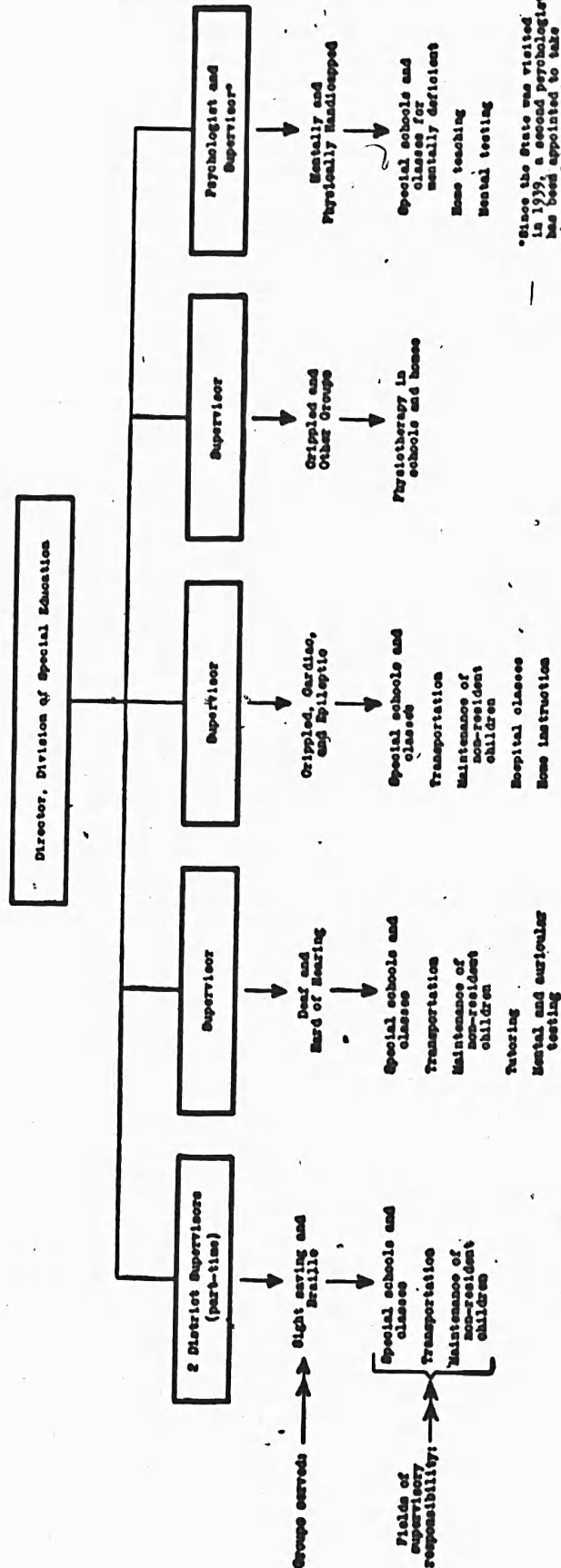
The special fields in which preparation has been offered in the State teacher-training institutions are the education of the deaf, speech correction, education for teaching sight-saving classes, and education of the crippled. Courses in mental hygiene and in vocational and social adjustments are also offered for special class teachers. The supervisors of the bureau of physically handicapped children take an active part in offering the courses given.

Of significance is the work which these supervisors carry on in relation to general elementary supervision in the communities in which there are no supervisors of special education. Adjustments for children in both regular and special classes are made under their united guidance, and elementary supervisors are the responsible persons in the local community for following up cases needing attention. Thus, once more one has an example of the identification of special education for handicapped children with elementary education in general.

Ohio

In 1921 State aid for the education of crippled, deaf, and visually handicapped children became a legislative provision in Ohio; and in the same year a State supervisory program was initiated for these groups. For some years the supervisory staff was limited to one person, but expansion has taken place during the past 5 years, and in 1939 there were 5 full-time²⁵ and 2 part-time staff members working in the general field of special education. The supervisory program has been extended to include the mentally deficient and behavior problems, although these are not at present included in the schedule of State aid for special education.

²⁴ New York State Education Law, art. 47, secs. 1206-5; 1208-11. See also Children's Court Act, sec. 24.



Division of Special Education, Ohio State Department of Education

*Since the State was visited in 1939, a second psychologist has been appointed to take charge of testing for the physically handicapped.

Assuming responsibility for supervision on the part of the State are a director of special education; a supervisor in charge of orthopedic classes; a physiotherapist; a supervisor of classes for the deaf; a psychologist who serves as supervisor for mentally deficient children and those with behavior difficulties;²⁵ and 2 part-time supervisors for sight-saving classes, one for northern Ohio and the other for the southern part of the State. These last also serve as local supervisors of the sight-saving and Braille classes in Cleveland and in Cincinnati, respectively. The State residential schools for the blind and the deaf are likewise within the educational structure of the State, their superintendents being responsible to the chief State school officer, but having no immediate relationship to the division of special education.

The supervisors of day schools and classes carry on an extensive program of visitation and supervisory service in accordance with their respective functions. Those working with and for crippled children assist the local districts to organize special classes for them; supervise the educational program provided in schools, hospitals, or at home; counsel with parents in the care and treatment of individual cases; and assist in planning and in providing needed physiotherapy services. In 1938-39, Ohio provided home instruction for 1,322 crippled children who were unable to be transported to school; it reached approximately 1,400 children in special classes in 32 cities of the State and in 15 classes organized in hospitals. Every effort is made to locate crippled children in small communities and rural areas in order to give them either in their home schools or in other school districts the type of educational adjustment which their condition demands. Extensive visitation on individual problems is thus necessitated.

The supervisor of the education of the deaf conducts a similar program of visitation and conferences in the interests of the more than 600 deaf and hard-of-hearing children in 17 school centers of the State. The State owns several audiometers which are used for testing purposes. Psychological and achievement tests are also administered to the deaf children enrolled in special classes in order to check their progress from time to time.

The psychologist, whose supervisory responsibilities relate particularly to the mentally deficient and to behavior problems, conducts psychological examinations for all other types of children in special classes—crippled, blind, and partially seeing.²⁶ The law in Ohio, as in certain other States, limits the enrollment in State-aided special classes for the physically handicapped to children of approximately normal mentality. Hence a psychological test is given if there is any doubt as to eligibility. In addition, studies of their educational prog-

²⁵ Since the data for this report were compiled, an additional psychologist has been appointed.

²⁶ The additional psychologist appointed since the State was visited now performs the testing service for physically handicapped children.

ress are made through the use of standardized group tests. Deaf and blind children of normal mentality may be admitted to special classes at the age of 3 and crippled children at the age of 5.

The State appropriation used to stimulate the development of special education in local communities for handicapped children amounts to approximately \$500,000 per year. This is designed by law to cover the excess cost of the program beyond that involved in the education of normal children. The maximum annual amount specified per child is \$200; this may include costs of special appliances approved by the State director of education. In addition are allowed the cost of transportation and an amount not to exceed \$250 per year for the cost of boarding a child in a district in which he does not reside, if his own district does not maintain a special class of the type he needs.

All regulations regarding the conduct of special classes and qualifications of teachers are left with the State director of education. Accordingly, standards have been prescribed as to eligibility of pupils, classroom facilities and equipment, size of classes, organization of classes, and teaching personnel. Provision is made for a salary bonus, amounting to \$100 for teachers of the crippled and \$150 for teachers of sight-saving classes and of deaf children.

Because of the physical needs of the crippled children referred for special education, it has been arranged to have the services of a full-time physiotherapist in the State Department of Education who works with the children needing her attention either at school or at home. She has a close cooperative relationship with public health nurses, looking toward the discovery of and adequate help for every handicapped child in the State. Qualified technicians are available at nearly all orthopedic classes, with whom the State physiotherapist advises in the administration of prescribed treatment. This phase of the work is carried on in cooperation with the bureau of crippled children's service of the State Department of Welfare, in order that the closest possible integration of service may obtain.

Pennsylvania ²⁷

State legislation and standards for the education of children "who because of apparent exceptional physical or mental condition are not being properly educated and trained" have shown various states of progress in Pennsylvania since the first enactment for them was passed in 1919. In 1921 a State supervisory program was established with the appointment of three persons to assume duties in this field in the State Department of Public Instruction. In 1939, however, the staff numbered only two persons—the chief of the division of special education and the adviser in the division of special education.

²⁷ See chart facing page 24 for organization pertaining to special education and related services in Pennsylvania.

This division is a part of the bureau of instruction, operating under a director and assistant director, as distinct from the bureau of administration and finance and the bureau of professional licensing. Special education for exceptional children is thus recognized as an important phase of the instructional program of the schools.

The chief of the division of special education is responsible for the promotion and organization of special education facilities; the establishment of standardizing procedures; the interpretation of existing legal provisions and the promotion of additional needed legislation. The adviser assists in these matters but spends most of her time in service to superintendents, principals, and teachers, looking toward the improvement of practice in special classes and the organization of new classes where such are needed. She is essentially a supervisor—or adviser—of instruction and devotes much attention to the demonstration of teaching methods, the preparation of materials of use to special class teachers,²⁸ the display of exhibits of classroom products for the encouragement of teachers and pupils, conferences with individual teachers, regional conferences for school administrators, special teachers, and others interested, and to other means of stimulating progressive classroom programs. She does not work extensively in the large cities of the State, in which local supervision is provided, but concentrates her efforts upon the needs of smaller communities. This emphasis in her program has aided materially in effecting a substantial increase of special facilities for mentally handicapped children in small towns of the State. Approximately 650 approved classes for the mentally retarded exist in the State, and about 300 of these are outside of Philadelphia and Pittsburgh.

Special classes for other types of exceptional children are authorized by law, and a State subsidy is applicable to approved day classes for all physically and mentally exceptional²⁹ groups. This subsidy amounts, for each appropriately certificated full-time special teacher, supervisor, or principal, to a given percentage of the minimum salary prescribed: 25 percent for districts of the first class (having a population of 500,000 or more), and 30 percent for other districts. Part-time special education work is also reimbursable.

The State superintendent of public instruction is charged by law with the direction of the organization of all such special classes and other arrangements for special education. Approval of facilities by the State Council of Education³⁰ is based upon location, constitution, and size of classes, conditions of admission and discharge of pupils.

²⁸ See page 32 (footnote) and page 41 for reference to one of the bulletins recently prepared in Pennsylvania for this purpose.

²⁹ Including the gifted and socially maladjusted. Pennsylvania is one of the few States in which the State program includes provision for these groups.

³⁰ Comparable to the State board of education in other States.

courses of study, methods of instruction, and qualifications of teachers. Accordingly, standards on all these matters are in operation and are being continuously evaluated with a view to further improvement. The certification requirements for teachers of the mentally retarded have recently been revised, with the addition of a requirement of practice teaching in this field and with an increase in the total amount of work to be taken in special education for an elementary certificate from 20 to 24 semester hours. A college certificate valid for the secondary field may include a provision for the teaching of mentally retarded groups upon the completion of the courses required by elementary special class teachers and an additional amount of 12 semester hours in selected fields related to elementary education.

A significant step recently taken by the State was the passage in 1937 of legislation providing for the appointment by county boards of education of county supervisors of special education, whose status shall be comparable to that of assistant county superintendents, with a minimal salary of \$3,000, with additional travel allowance, and whose duties shall include the examination and investigation of the abilities, disabilities, and needs of the exceptional children in the schools of the counties, recommendations for the instruction of such children, and supervision of such instruction. Additional duties relating to reports to the juvenile court and assistance to the county superintendent in the preparation, administration, and interpretation of examinations for promotion or graduation are also specified. It is stipulated in the law that there shall be one such supervisor for each county having 550 or more teachers, or for any combination of not more than 3 counties, each of which has fewer than 550 teachers. No enabling provision accompanied this Act when it was passed in 1937, but an arrangement was made in 1939 to employ three such supervisors on an experimental basis for a 2-year period. Their qualifications involve certification by the State Department of Public Instruction both as teachers and as public-school psychologists. The latter is predicated upon graduation from an approved college or university, completion of 1 year of graduate work, and the completion of 66 semester hours in clinical and educational psychology before or after graduation, distributed according to specified requirements. This is the first instance of legal provision for the supervision of special education on a county basis.

Another significant movement, to which increased impetus has been recently given, is the further development of mental health clinics and school psychological service in the State. The former operate under the bureau of mental health of the State Department of Welfare, and are approved by the State Council of Education on the basis of specified standards. The latter has been improved through the establishment of certification requirements for public-school psychological

examiners and public-school psychologists. Both the approved clinics and school psychologists serve in the examination of candidates for special classes and the diagnosis of their needs.

The State Department of Public Instruction is charged with the inspection and approval of all State-aided and State-owned residential schools for the blind and the deaf, and with the determination of regulations governing the admission of State pupils at such schools. Through years of association on this basis, residential schools for the blind and the deaf and the day schools for exceptional children have developed a sincerely cooperative relationship through which each recognizes the service that the other has to give to the total program of special education in the State.

Wisconsin

As early as 1885, the State superintendent of public instruction was empowered by the Legislature—

... to authorize any village or city board of education to establish and maintain schools for the instruction of deaf persons or persons with defective speech or for the instruction of blind persons. For each pupil instructed in such special schools for at least nine months, the State contributed \$100 annually. Provision was also made for additional State aid to defray the expense of board or transportation of pupils. . . . Parents or guardians of deaf or blind children between the ages of six and eighteen were required to send such children to public, private, parochial, or State schools for the instruction of the deaf or blind for a period of at least eight months during each school year.²¹

This is the first known provision for State aid to public day schools for any type of exceptional children, and it constituted the foundation for the extensive development which took place in succeeding years. In 1901 the first inspector for classes for the deaf was appointed in the State Department of Public Instruction. In 1907 work for the blind and in 1913 supervision of speech correction were added to the responsibilities of this first position. In 1921 a supervisor for the mentally handicapped was appointed, and in 1927 was initiated a division for crippled children.

These three phases of the work operated independently until 1939, when the Legislature provided for the centralization of all these services by creating a bureau for handicapped children, with a full-time director in charge, who has the status of assistant State superintendent. Immediately responsible to him are three supervisors whose appointment is provided by law: (1) A supervisor of instruction for the deaf, blind, and speech-defective children of the State; (2) a clinical psychologist and supervisor for mentally deficient children; (3) a supervisor for crippled, cardiopathic, and otherwise delicate children. In

²¹ Patzer, Conrad E. Public Education in Wisconsin. Madison, Wisconsin State Department of Public Instruction, 1924. p. 118.

the third division of the service there is also a field staff assigned to case work for crippled children who are in need of hospitalization, medical treatment, convalescent care, or social services, in conformity with the provisions of the Social Security Act, which in Wisconsin have been made the responsibility of the State Department of Public Instruction. Hence, organization and functions are adjusted so as to combine and coordinate the educational and medical services furnished. A committee of the State Medical Association advises in the administration of the program for crippled children, and a coordinating committee of public welfare and health agencies is a further means conducive to the integration of all State services.

The supervisor of crippled children has general oversight of orthopedic schools, hospital classes, and school nutrition centers. She arranges transportation facilities for physically handicapped children attending regular elementary or high schools; arranges special educational facilities for physically handicapped children unable to attend school at all; provides follow-up service for individual crippled children who need specialized attention in hospital, school, or clinic; and has charge of arrangements for the orthopedic field clinics which are operated under the Social Security Act.

The actual instruction of crippled children is considered a phase of the elementary and secondary school programs of the respective communities in which orthopedic schools or hospital classes are established. Wisconsin, like other States, emphasizes the importance of giving to crippled children as many as possible of the normal experiences of normal children and it reserves membership in the orthopedic schools only for children needing special treatment or facilities not available in regular day schools. Home instruction is discouraged as conducive to too great an isolation on the part of the child. As soon as such need is no longer present, the children are returned to regular day school, the turnover in orthopedic schools being each year about 37 percent of the school enrollment.

The supervisor of the deaf, blind, and speech-defective spends much time in administering tests for vision and hearing, giving assistance to new teachers in the field, and encouraging the establishment of new centers of instruction. The terms "deaf" and "blind" as used in the law are interpreted to include all children with hearing or sight too defective to make it possible or feasible for them to participate in regular class activities; therefore, partially seeing and hard-of-hearing children are given special instruction in sight-saving or lip-reading classes.

The clinical psychologist and supervisor of the mentally deficient devotes his attention to the assistance of local districts in testing and diagnosing cases of retardation and in making recommendations for the same. Curriculum reorganization for special classes has been

under way in the past few years, with the cooperation of committees of teachers throughout the State.

Consistent efforts have been made in Wisconsin to bring the advantages of special education to the rural child as well as to the urban pupil. Legislation has been enacted with this in mind, State aid being granted for the education of physically handicapped children nonresident in a district as well as for resident pupils, and being scaled to meet the additional costs involved for transportation and for maintenance in boarding homes approved by the State board of control. Latest figures indicate that about one-third of the crippled children attending orthopedic schools are nonresident in the district. The State aid furnished is for approved costs in excess of \$70 per child except for nonresident pupils, for whom it covers approved costs in excess of \$55 per child. Maximum amounts specified for the deaf and the blind are \$250 for resident pupils and \$400 for nonresidents; for the crippled, \$400 for resident pupils and \$450 for nonresidents. For mentally retarded children the State subsidy is \$100 per pupil. Details of approved claims made by the local districts for reimbursement vary with the group of pupils served. An annual appropriation of \$325,000 was authorized by the State in 1939 for distribution among all the handicapped groups served through the day schools.

The law places all regulations for courses, qualifications of teachers, plans for organization and maintenance in the hands of the State superintendent of public instruction. Moreover, in 1937 the State schools for the deaf and the blind were transferred by a legislative reorganization committee to the State Department of Public Instruction. The chart given on page 22 shows their relationship to the program of special education for the State. The bureau for handicapped children is thus the centralizing and coordinating agency within the department through which it is designed to equalize educational opportunities for all types of handicapped children whether in day schools or in residential schools.

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